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ABSTRACT

A detailed study was made of the Bureau of Community Development at the University of Washington and the voluntary groups it worked with to try to understand a major problem for voluntary organizations--implementation of a program. Information was collected through: reading of recent literature on the theory of community development and a detailed case study of the Bureau staff; and a questionnaire sent to three communities. Le Breton's Planning-Implementation Model was used to make a critical analysis of the Bureau's actual programs in the communities. The analysis showed that the main thrust of the Bureau's process was effective. Problem areas included: problems of the current program--implementation and evaluation; organizational problems--budget, professional ambition, and location in the university; and problems of philosophy and objectives--basic philosophy, objectives, defining the community, and best use of resources. A list of recommendations was developed related to leadership, individual responsibility, directiveness, and evaluation. (PT)

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COMMUNITY DEVELOPMENT AT THE UNIVERSITY OF WASHINGTON: A CASE STUDY AND CRITIQUE OF PLANNING, IMPLEMENTATION AND EVALUATIVE TECHNIQUES 1950-1969, WITH RECOMMENDATIONS FOR FUTURE PROCEDURES

by

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Chapter 1: INTRODUCTION AND METHODOLOGY

1.1 Introduction

I have been and am a member of many small voluntary organizations. These have included church youth and adult groups, student organizations at universities, old scholars' associations and various community groups concerned with social change. As a result, I have spent countless evenings in discussion and planning, and many, many hours in the writing and presenting of plans to such groups.

However, my common experience has been that no matter how good the idea, nor how detailed the planning related to it, it is rare for such a group to actually achieve anything of significance. Hence, in this area good ideas and worthwhile projects tend to remain good ideas and worthwhile projects.

Anyone who reads the newspapers and follows civic affairs will be aware that what I have just stated applies with some accuracy to the whole sphere of local government and particularly to where the people are involved on a voluntary basis. Some would argue further that the same situation obtains at all levels of the public sphere of activity, though this is less easily documented.

My current studies of Administrative Organization and Organization Theory have reinforced this concern about the amount of time-consuming and detailed planning which occurs amongst voluntary groups, but which rarely gets implemented. This lack of implementation seems to be totally unrelated to either the quality of the plans or the size of the organization.

While I had many intuitive feelings about the reasons for this situation and possible remedies for it,[1] I felt the necessity to make a detailed study of a public organization, and preferably one that was involved to some degree with voluntary groups.

In addition, in my readings I had been exposed to a theoretical model that seemed to bear directly on the problem. This was Preston Le Breton's detailed Planning-Implementation Model, which stressed that implementation should be given equal weight with planning in the administrative process.[2] I wanted to apply this model to a chosen organization and see just how effective it was and whether it offered a consistent method whereby the customary lack of implementation could be overcome.

For an organization I selected the Bureau of Community Development at the University of Washington. The Bureau was small enough to study in detail, and worked almost completely through voluntary citizen groups. In addition, a preliminary study of the results of these groups' work showed that despite the Bureau's organizational and advisory help, the groups apparently did not often carry out their development programs to a satisfactory conclusion.

Early in my study, the Bureau offered me a half-time research assistantship, which allowed me to get much closer to the Bureau's operations and to spend more time with the Bureau than would otherwise have been

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[1] These intuitive feelings centered around the quality of leadership.

[2] For details of the model see Preston P. Le Breton, General Administration Planning and Implementation, Holt, Rinehart & Winston, N.Y., 1965.

possible. This also gave me the additional motive of producing a practical paper which would be of value to the Bureau.

My objective, therefore, was to study in detail the Bureau and the voluntary groups it worked with, to see if I could get to grips with and understand better what I perceived to be a major problem for voluntary organizations. Reducing this to more specific and Bureau-related targets, I set out to prove firstly that implementation was a major problem for such groups, then to discover, if possible, the reason for the problem, and finally to propose possible solutions that hopefully would have applicability in other voluntary organizations.

I rapidly found that such targets could not be attained in isolation from the entire field of community development, particularly that variety of it practiced by the Bureau, so that my study was forced to include in some degree the problems of community development itself. But I felt that this was legitimate, since the voluntary organizations that concerned me could mostly be very easily classified as belonging within the overall field of community development. Hence, much of the study came to focus on the particular problems of the Bureau as a public organization working with community groups.

1.2 Methodology

The first necessity was to obtain an understanding of the Bureau, its function and purpose, and its environment. The preliminary part of this study, therefore, was the reading of recent literature on the theory of community development and a detailed case study of the Bureau. This literature is summed up very briefly in Chapter 2 as an introduction to

readers who are unfamiliar with what community development is all about.

This early phase of the study was followed by the use of Le Breton's Planning-Implementation Model to make a critical analysis of the Bureau's actual program in communities.[3] This led me to conclude that while the main thrust of the Bureau's work was extremely effective, considerable attention was needed in the areas of what happens before a community enters upon a community development program and what happens after the Bureau's activities in a community cease. I further concluded that such attention should focus upon the Bureau's philosophy and objectives, for it seemed apparent that in these areas lay the causes of what I saw as problems.

The four specific conclusions I made at this stage, together with questions that I thought needed answering, were as follows:

CONCLUSION A: The Bureau needs to re-think and to formalize the criteria it uses in selecting which communities to help. This followed from the facts that:

1. The Bureau's resources in terms of time, money and people are limited.
2. The demand for the Bureau's services exceeds the supply.
3. Some communities have more needs than others.
4. The Bureau's methods achieve more in some communities than in others.

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[3] This analysis was summarized in a separate paper; Michael Court: Community Development: An Analysis of the Process Used by the Bureau of Community Development at the University of Washington in Terms of a Generalized Planning and Implementation Model. Term paper, Winter 1969. (Included as Appendix 7 to this paper.)

Questions related to Conclusion A:

1. Should the Bureau concentrate its activities in poorer communities?
2. Should the Bureau serve communities on a first-come, first-served basis?
3. Should the Bureau actively initiate programs?
4. Should the Bureau publicize its activities more?

CONCLUSION B: The Bureau should develop a policy statement which includes its general aims, specific goals, and current objectives. This would enable it to concentrate more closely on achieving those objectives with less concern about whether it is doing the right thing.

In addition, its program in communities should call for the early derivation of a similar set of community goals and objectives. These would give guidance and direction to community development programs in communities.

Questions related to Conclusion B:

1. Can objectives be stated precisely in this field?
2. Is it likely that an attempt to define goals and objectives in communities will cause more confusion than it avoids?

CONCLUSION C: The Bureau's program in communities should be formally expanded to include the action phase of community development programs and the creation of an ongoing community development organization in the community. This followed from the fact that in most communities the level of activity apparently slumped badly as soon as the Bureau left, with the result that many of the potential benefits of the program were not achieved

and many valuable man hours of work were wasted.[4]

Questions related to Conclusion C:

1. Does the Bureau have the resources to remain in a community for a longer period?
2. Can the Bureau philosophy, which leaves the communities to fend for themselves after the study phase, be changed? And should it be?

CONCLUSION D: The Bureau needs a practical method of evaluating its work in communities. This should be related to formal feedback channels from communities already served.

Questions related to Conclusion D:

1. Can a practical evaluation technique be devised?
2. How can the Bureau handle the feedback from the huge number of past studies?

Starting from this point, I tried to examine and define the Bureau's problems in more detail, answer some of the foregoing questions, and hence develop a list of possible solutions and procedures. In doing this I used three methods. Firstly, an intensive examination of the Bureau's files showed that none of the problems being considered was new. Many of them have been raised time and time again in Bureau reports and meetings, together with suggestions and recommendations for the resolution. In

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[4] See Appendix 6, Question I (5)

addition, there are many students' research papers and dissertations in the Bureau's library which have touched on various aspects of the problems.[5] These formed a firm background for developing a list of specific problems, and then for grouping these into problem areas since the problems were inter-related and overlapping.

Secondly, I took these problems to the Bureau staff in a series of verbal interviews spread over a six-month period. These interviews helped focus the problems into more general groupings, and led me to develop several position statements and two questionnaires which were circulated to the staff for comment and answer.[6]

Thirdly, in order to provide more solid background for some of the intuitive statements being made about what actually happened in communities, a lengthy questionnaire was developed and sent to three communities which had completed community development programs within the past three years.[7]

The detailed results of these processes are contained in the various appendices, and the general conclusions are discussed in Chapters 4 and 5.

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[5] See Bibliography, Sections II and III

[6] See Appendices 2, 3, 4 and 5

[7] See Appendix 6.

Chapter 2: COMMUNITY DEVELOPMENT

2.1 What is Community Development?

The term "community development" has had widespread use in the past thirty years, and has come to mean different things to different people and in different parts of the world.

Within the United States, the term has come to be widely associated with social workers, especially those employed by the large variety of public and private organizations involved in the "war on poverty". However, the term was originally used to describe self-help programs designed to improve the quality of life in rural communities.

In less developed countries, "community development" has been associated with a tremendous range of local and national programs which have a bearing on the improvement of the general quality of life in communities.

In 1968, the anthropologist Erasmus sampled nearly sixty journal articles relating to community development in the developing countries and found that 60% stressed self-help group action through community participation.[1]

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[1] Charles J. Erasmus "Community Development and the Encogido Syndrome" Human Organization, Spring 68, pp 65-66; quoted in John B. Hawley The Professional Status of Community Development in the United States. Community Development Journal, July 1969.

Hawley points out that community development is "a practice, a technique, a method, a process, an educational approach, and project or program, a result or achievement, a philosophy, a movement."[2] In effect, he says, community development is what community developers do, and they do a very wide range of things. For example, he lists:

1. Social work and anti-poverty community action;
2. Adult and continuing education, including university extension, Federal Extension and rural development;
3. The administration of technical assistance programs in developing areas of the world;
4. Urban, rural and regional planning and redevelopment;
5. Recreation, public health, mental health, the prevention of crime and delinquency, etc.

With the wide range of uses for the term, it seems appropriate to think of community development as a philosophy expressed in a practical movement, a movement which has many forms and very wide-ranging applicability, and which has the potential to solve many of the pressing problems which confront all human communities.

2.2 The Philosophy of Community Development

The philosophy is usually explained in terms of the self-help principle. In simple form, and as it relates to community development, this principle

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[2]John B. Hawley, Op. Cit., p 124.

says that the community itself contains the resources and power to eventually solve most of its problems, or can seek out and obtain the resources needed.

The community developer, or consultant, helps the community in discovering these resources and trains the community in their uses.

The philosophy stresses that the initiative for development must come from within the community. Consultants should be invited into a community, not imposed on it. They should be primarily non-directive. They should provoke, stimulate and suggest, but avoid leading. They must work towards the development of community initiative, leadership, and the involvement of as many as possible of the people of the community in the development program. Their goal is to remove the necessity for their own presence, and their belief is that people <u>can</u> do something about almost anything that affects them, providing they set their minds (and backs) to it.

The entire philosophy is perhaps best illustrated in the exhaustive list of operational assumptions developed by Biddle and Biddle,[3] recognized as leaders in the field of community development in the United States:

1. <u>Each person is valuable, unique, and capable of growth toward greater social sensitivity and responsibility</u>.

   a. Each person has under-developed abilities in initiative, originality, and leadership. These qualities can be cultivated and strengthened.

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[3]Biddle, William W. and Loureide J., <u>The Community Development Process</u>, Holt, Rinehart and Winston, Inc., N.Y., 1965, pp 60-62.

1. (cont.)

   b. These abilities tend to emerge and grow stronger when people work together in small groups that serve the common (community) good.
   c. There will always be conflicts between persons and factions. Properly handled, the conflicts can be used creatively.
   d. Agreement can be reached on specific next steps of improvement, without destroying philosophic or religious differences.
   e. Although the people may express their differences freely, when they become responsible they often choose to refrain in order to further the interest of the whole group and of their idea of community.
   f. People will respond to an appeal to altruism as well as to an appeal to selfishness.
   g. These generous motivations may be used to form groups that serve an inclusive welfare of all people in a community.
   h. Groups are capable of growth toward self-direction when the members assume responsibility for group growth and for an inclusive local welfare.

2. Human beings and groups have both good and bad impulses.

   a. Under wise encouragement they can strengthen the better in themselves and help others to do likewise.
   b. When the people are free of coercive pressures, and can then examine a wide range of alternatives, they tend to choose the ethically better and the intelligently wiser course of action.
   c. There is satisfaction in serving the common welfare, even as in serving self-interest.
   d. A concept of the common good can grow out of group experience that serves the welfare of all in some local area. This sense of responsibility and belonging can be strengthened even for those to whom community is least meaningful.

3. Satisfaction and self-confidence gained from small accomplishments can lead to the contending with more and more difficult problems, in a process of continuing growth.

4. Within the broad role of community developer, there are several subroles to be chosen, depending upon the developer's judgment of the people's needs:

   a. Encourager, friend, source of inspiration, and believer in the good in people.
   b. Objective observer, analyst, truth seeker, and kindly commentator.

4. (cont.)

   c. Participant in discussion, to clarify alternatives and the values these serve.
   d. Participant in some actions--not all.
   e. Process expert, adviser, conciliator, expediter of on-going development.
   f. The prominence of the community developer is likely to be greater in the early stages, then taper off toward a termination date, but it may increase temporarily at any time.

5. <u>When community developers work on a friendly basis with people, in activities that serve the common good</u>;

   a. When they persist patiently in this;
   b. When their actions affirm a belief in the good in people;
   c. When the process continues, even in the face of discouragement;
   d. Then people tend to develop themselves to become more ethically competent persons;
   e. Then they may become involved in a process of self-guided growth that continues indefinitely.

Chapter 3: THE BUREAU - HISTORY, ORGANIZATION, AND PHILOSOPHY

3.1 A Brief History and the Evolving Philosophy[1]

The University of Washington's Bureau of Community Development was established in 1950 within the Division of Adult Education and Extension Services (now the Division of Continuing Education) when Dr. Raymond B. Allen, then President of the University, appointed Richard W. Poston as first Director of the Bureau.

Poston had just concluded extensive research on "The Montana Study," an experiment in revitalizing small community life conducted by Baker Brownell,[2] who had advocated the utilization of the community as an educative device in strengthening democratic processes and enriching the basic quality of community life. Poston's book, Small-Town Renaissance, had just been published.[3]

Under Poston, the Bureau's philosophy leaned heavily on that of Baker Brownell. Brownell had been dismayed at the decline of small communities and the growing isolation of individuals from their fellow men and from the process of government. This isolation, he felt, threatened the very roots of American democracy, and the way to combat it must be through

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[1] The information and content of this chapter are largely taken from unsigned and often undated reports in the Bureau's files, and interviews with current staff members.

[2] Baker Brownell was Director of "The Montana Study," a study in community problems sponsored by the University of Montana, and jointly financed by the University and the Rockefeller Foundation.

[3] Richard W. Poston, Small Town Renaissance, Harper and Bros., New York, 1950.

much increased citizen participation in the affairs of the community. This philosophy was expounded in detail in a book in 1950.[4]

Poston was a willing desciple, and at times his writings seem to have skirted the edges of fanaticism in his zeal and enthusiasm for participative democracy.[5] He viewed community development as an antidote to most of the major social ills of modern society. The development of bodies of specialized knowledge, the proliferation of technical experts, and the advent of large-scale bureaucratic organizations in all spheres of social life, were viewed as stripping individual citizens of their democratic rights and leaving them helpless in the face of the overwhelming knowledge and power of large-scale organizations.

A later Director of the Bureau maintained that Poston explicitly viewed both the academician and the bureaucrat as "enemies of democracy and common men."[6] However, Poston did refine the techniques that Brownell had used in Montana, and developed a practical program of community development based on the involvement of people from all parts of the community.

In 1953, Poston moved to a position at the University of Southern Illinois, and Jack Wright became director. He remained in this position

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[4]Baker Brownell, The Human Community, Harper and Bros., New York, 1950.

[5]See Richard W. Poston, Democracy is You, Harper and Bros., New York, 1953; Baker Brownell, A Modern Prophet, The Western Humanities Review, VI 290, Summer 1952.

[6]Ernest A. T. Barth, A Brief History of the Evolving Philosophy of the Bureau of Community Development (undated report in Bureau files - approx. 1963.)

until his death in 1956. There are few records of this period, but it appears that no major changes occurred and the Bureau remained much the same as when Poston had left it.

The new Director was Frank Anderson who had been with the Bureau as a consultant for some years. Anderson made several far-reaching changes, the most important of which was the recognition that the self-study program offered to communities by the Bureau was primarily an educational program. In addition, he encouraged the use of the University faculty in the Bureau's work and stimulated interest in the research potential of the Bureau's work.

The period 1956-63 saw many foreign visitors and students being directed to the Bureau by Government Agencies for training and information (39 from 19 different countries in 1960). Their interest was matched by that of local students, who began to use the Bureau's facilities and contacts in much larger numbers, usually for the purposes of research material for term papers, theses, and dissertations. This led to the first thoughts and proposals about the formation of a formal community development training and research center.[7]

In 1963, Anderson moved to the University of Missouri, and Dr. Ernest A. T. Barth from the University's Department of Sociology was appointed Acting-Director. This heralded a hectic burst of activity in the Bureau, most of it introspective. Barth identified the principle problems then

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[7]Bureau of Community Development, Annual Report 1960/61, unpublished.

existing as the need to develop:

1. An organizational structure suited to take maximum advantage of University resources;
2. A basis for an on-going community development program; and,
3. A proper balance between the current service emphasis and the potential research function of the Bureau.

He also felt that the Bureau suffered from some serious weaknesses, principal amongst them being a failure to identify its goals and priorities, and a lack of a rigorous job description and guide for consultants in the field.[8]

The Bureau hence engaged in a period of goal-setting, self-examination and soul-searching, which, while probably needed, was unsettling to the staff. However, it was confined to the areas of internal organization, relations with other University bodies, and in abstract theorizing about optimal ways of achieving what were often necessarily vague goals.

The Bureau staff seems to have passively resisted any major changes in the community study program itself, and Barth himself agreed with Poston that one of the major social problems in the U.S.A. lay in "the effective activation of citizens in the government process,"[9] an objective that was being reasonably sought after by the Bureau's then current program.

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[8] Ibid. 1962/63.

[9] Ernest A. T. Barth. Ibid.

The long-term effect on the Bureau of the theorizing about goals seems to have been negligible, although a lot of the writing and goal setting that occurred then probably had later effects. However, many administrative changes that strengthened the program were achieved, including the appointment of a Field Director, the expanding and re-writing of the Bureau's study guides, and the abandonment of the one consultant per community working rule.

In late 1964, the current Director, Dr. Harold Amoss was appointed, and Barth returned to teaching. Two of the five consultants resigned at about the same time, and in contrast to the previous year's report which had contained many suggestions for improving the staff's "low morale," the 1964-65 report stated that "The Bureau's staff is now a stable, productive, close-working group."

Very soon after his appointment, the new Director discovered that the Bureau's budget was in danger of being drastically reduced or cut off completely. This was a result of very strong legislative pressures being put on the University to cut its overall budget, and the feeling in some parts of the University's Administration that the Bureau was non-academic and therefore non-essential. The financial crisis which triggered this situation has continued and still exists, so that for the last five years the Bureau has been forced to energetically assert both its value to the University and the academic respectability of its function.

This has led to a strong emphasis in annual reports on the fact that the Bureau's principal task is education, and that it is not merely a

service bureau. For instance:

> Because the objectives, the methods, the location, and even the time of teaching do not correspond with classroom teaching within a traditional discipline, the Bureau must seek ways to counteract the prevailing notion that it is merely a service arm of the University.[10]
>
> The Bureau feels very strongly that it engages in extension education, and that it is a mistake to look upon its work purely in terms of community service or of public relations for the University.....[11]
>
> Community Development as we see it is not economic development, political organization, or even the mere solution of current problems. It is a process whereby individuals are motivated and led (but not directed) to self discovery and to an understanding of the power of community action. It is a process of education, of continuing education since it involves adults primarily in off-campus instruction and during irregular hours.[12]

While this battle has gone on administratively, the Bureau has settled into a reasonably comfortable routine. The staff has remained very stable and currently morale appears high. Self-examination and theoretical research have been played down, while the work-load of the Bureau has increased substantially. The work has been done quietly and effectively; yet, beneath the surface, there is still a very apparent concern about where the Bureau is going, what it should be doing, and whether it could do what it is doing more effectively.

This concern has also been apparent in the wider University community, and in November, 1966 the Faculty Council on Community Services held a

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[10] Bureau of Community Development, Annual Report 1965/66, unpublished.

[11] Ibid. 1966/67

[12] Ibid. 1966/67

conference dealing with "Opportunities and Problems in Continuing Education." In the slow manner characteristic of University organizations, the impetus started at that conference continued until finally, in late 1969, the Council decided to undertake, in conjunction with the Division of Continuing Education, a long-range planning study of continuing education at the University. One focus of this study is directly upon the Bureau of Community Development.

Other current developments are also likely to have significant effects on the future of the Bureau.

In 1969, the City of Seattle established a Department of Community Development whose area of responsibility within the city is similar to that of the Bureau. Whilst there has been close co-operation to date, it remains to be seen just what effect this will have on the Bureau's steadily increasing involvement in the city's urban areas.

Also in 1969, the University established a new Division of Urban Affairs in response to recommendations from the Faculty Council. The responsibilities of this new Division were outlined in a recent University newsletter:

> The new Division will have campus-wide responsibility for facilitating intra-University communication in the field of urban affairs, maintaining an inventory of University capability for serving the community, surveying community problems that might become appropriate concerns of the Faculty, bringing specific needs to the attention of the appropriate Faculty, and providing a central point for the collection and dissemination of information about the University's activities in the urban area.[13]

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[13] U. W. Office of Information Services, Report to the Faculty, January 9, 1970.

Many of these duties and responsibilities appear to impinge directly onto areas in which the Bureau up till now has had legitimate interests, and some friction appears probable.

3.2 The Bureau's Current Philosophy

The current philosophy of the Bureau follows the mainstream in that stress is placed upon the initiative for a program coming from the community, the self-help principle, and the non-directiveness of the Bureau's consultants.

In addition, and as illustrated by earlier examples from Bureau reports, emphasis is now placed on the non-service nature of the Bureau's work. The program is regarded as being one of adult education in a non-classroom situation, the subject (in very broad terms) being the process of local government.

One way in which this philosophy finds expression is that the Bureau removes itself from a community at the end of the study phase of the community development program, leaving the community on its own to implement the actions called for by the study. This has serious drawbacks.

The philosophy is probably best understood by seeing how it has been expressed in Bureau goals.

3.3 The Bureau's Goals

The goals of the Bureau have been stated several times by several people. The tendency seems to have been to make them steadily more specific.

In 1950, when the Bureau was established, Poston defined the goal of the Bureau as a "renaissance of grass-roots democracy,"

> ... meaning that what the Bureau helped to encourage was a growing realization within a community that by analysing its own problems or needs and by developing an appropriate plan of action, it could make a decisive contribution to its own future.[14]

This was a very broad goal, and in a 1962 study[15] it was concluded that the Bureau had actually developed many goals and was in fact a multiple-purpose organization. The study established a list of nine goals for the Bureau as follows (not necessarily in order):

1. Revitalization of "democracy" in communities
2. Increasing citizen participation in civic affairs
3. Solution of community problems
4. Facilitation of interpersonal communications within the community
5. Adult Education in communities
6. Strengthening the Adult Education Program at the University
7. Facilitation of University research
8. Creating a favorable image of the University in communities
9. Creating local leadership

Today's consultants indicated that they would have considerable reservations about several of the above, and it is possible that even in 1962 these goals were the ones perceived by the researchers and not

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[14] Sixty Cities - How They Solved the Problem of Civic Apathy, (University of Washington Alumnus, Spring 1966).

[15] Ernest A. T. Barth and B. Abu-Laban, Research Report, 1962/63, (untitled).

necessarily those of the Bureau. This comment applies in particular to those goals related to serving the University rather than the community.

In the Bureau's current pamphlet on its activities,[16] it lists a number of objectives of its program in communities. These seem to be the only goals expressed in writing and officially approved by the Bureau. They are:

1. To provide an opportunity for a greater number of residents to become active in community life;
2. To help people gain a more complete understanding of their community and of the part they play in it;
3. To improve a citizen's ability to define and solve community problems;
4. To add to local knowledge of resources - both materials and persons - and encourage their use;
5. To instill the desire and build the capability for continuing community self-study;
6. To assist in bringing about some tangible changes in the community;
7. To result in an increased sense of community accomplishment and community pride;
8. To offer each participant an opportunity for personal growth in initiative, responsibility and leadership.

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[16] Bureau of Community Development, Community Development at the University of Washington, mineographed pamphlet, circa 1968.

In addition, the Bureau recently (December 1969) developed a list of general objectives to be achieved during the next five years.[17] While these cannot be regarded as basic goals of the Bureau (being actually current targets) they are illustrative of current thinking in the Bureau and the growing emphasis on teaching activities.

1. To increase the Bureau's effectiveness in working with volunteer citizen groups in communities and urban areas throughout the state, in order to accomplish self-help programs.
2. To formalize teaching activities, including both on and off-campus instruction in the principles, philosophy and techniques of community development.
3. To provide more opportunities for student, faculty and Bureau staff research in the broad field of community development and its related areas of interest.
4. To increase the Bureau's advisory services on projects of a specialized nature, as greater emphasis is placed on community problems in which citizen involvement and participation have a significant role.

From my own discussions with consultants and a study of Bureau files, I have developed a list of eleven current goals of the Bureau. A further step has been to group them, and give them the priorities I see expressed in the Bureau's current attitudes.

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[17] Bureau Memorandum to the Director of Extension Services, December 8, 1969.

PRIORITY 1

1. Increasing citizen participation in community and civic affairs.
2. Developing responsible and informed community leadership.
3. Developing "a sense of community."
4. Broadening citizens' understanding of their community.
5. Improving communications within the community.

PRIORITY 2

6. Solving local community problems.
7. Developing a body of knowledge about the community.
8. Giving the community a process by which to solve new problems.

PRIORITY 3

9. Strengthening the adult education program of the University.
10. Provision of research opportunities for faculty and students.
11. Public Relations for the University.

These are all external goals of the Bureau, and some internal, implicit goals should also be mentioned.

The main one of these is survival. Much of the Bureau's thinking in the past few years has been a direct result of the budgeting threat to its continued existence. Many of its current plans are designed to strengthen its position in the University.

Other internal goals which sometimes direct Bureau activities are principally related to desires of expansion and academic respect.

3.4 The Bureau's Organization

The Bureau's staff consists of a Director, Assistant Director, seven Consultants, an Administrative Assistant, a Secretary, and a Research Assistant. (12 persons)

Since 1968, when the position of Assistant Director was created, the Directorship has been a half-time appointment. (The current Director also holds a half-time appointment as Professor of Urban Planning.)

The Research Assistantship is also half-time, and is filled each year by a graduate student with an interest in community development.

Qualifications of the current staff and job descriptions are shown in Appendix 1.

An organization chart is shown on the next page.

3.5 The Bureau's Record (Dec. 69)

1. Community Development Studies: These are the Bureau's primary area of activity.

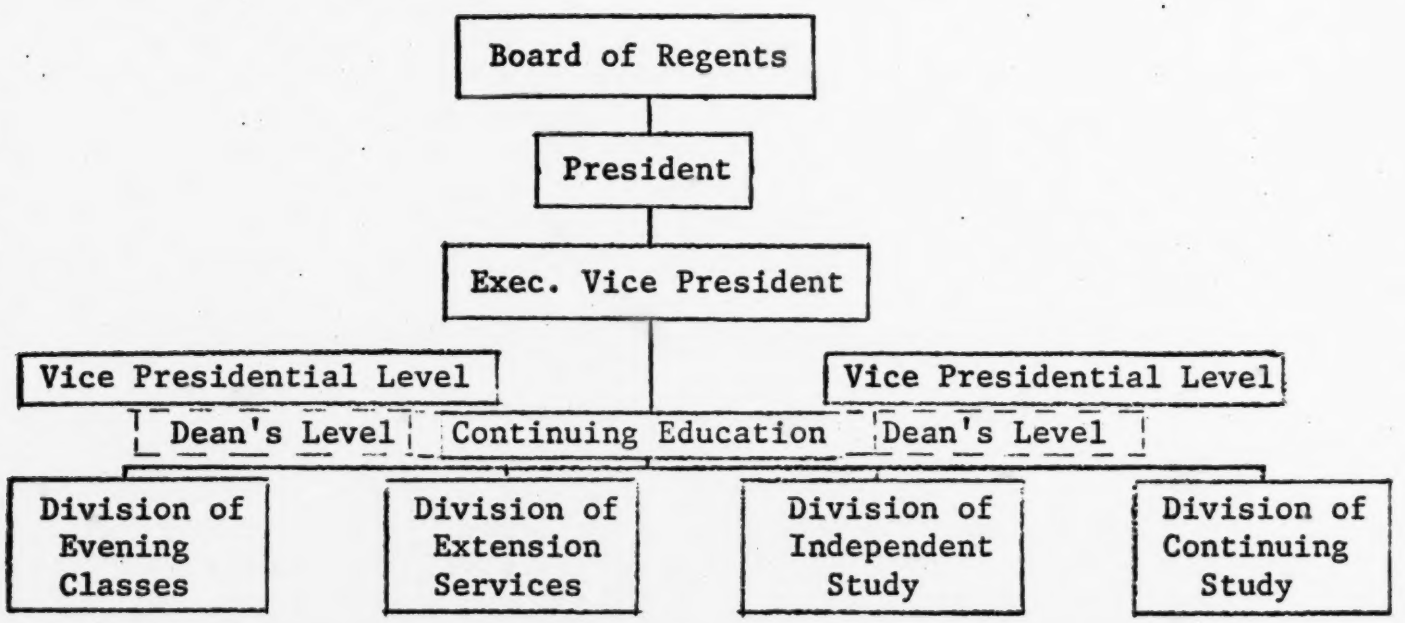
Because of the nature of the study program, it is sometimes difficult to say whether a particular study is current, completed, or unfinished (one that was never completed but is no longer current). However, it appears that since the Bureau's inception in 1950, 75 community development studies have been completed or left unfinished, and a further 27 are currently in various stages of progress. For details see Table 1.

FIGURE 1

BUREAU OF COMMUNITY DEVELOPMENT

ORGANIZATION CHARTS

I. Within the University



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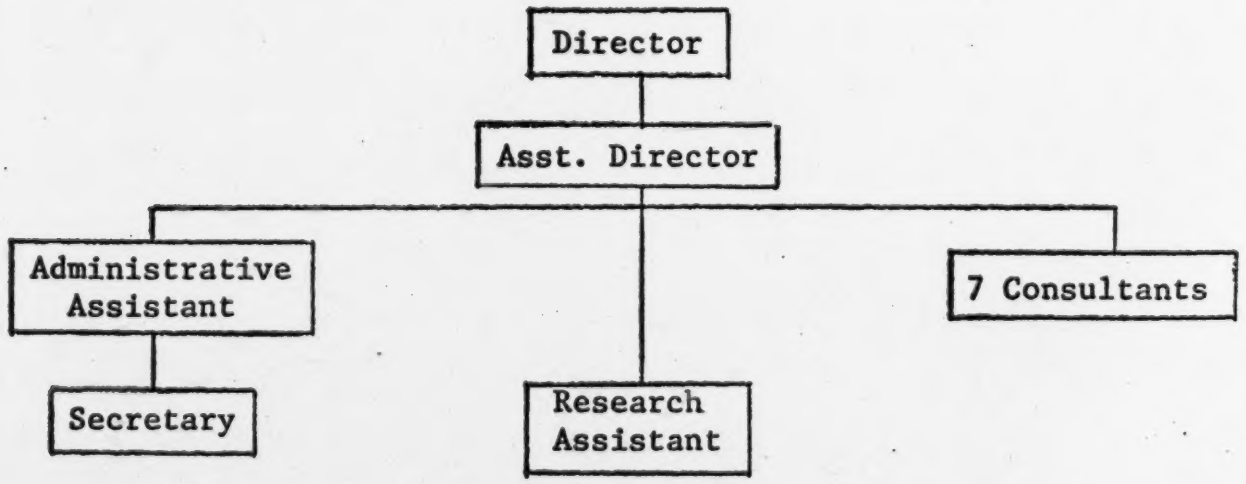
II. Within the Bureau



These numbers make the Bureau one of the leading practitioners of community development in the U.S.A. in terms of volume and length of time involved in the field.

Two trends are readily discernible. In recent years the Bureau has moved more and more into urban studies. Up until 1963, only one urban study had been undertaken (and unsuccessfully),[18] compared with 45 rural studies. However, of the 27 current studies, 12 are in urban areas.

As this has happened, the period of time involved in a study program has increased, and studies have tended to become deeper and more detailed. This has resulted in consultants becoming involved with more communities at the one time than previously. In the period 1956-1964, the average number of communities each consultant was working with was approximately one and one-half. By 1967 it had increased to four and one-half, and it is currently three and one-half. (See Table 2.)

2. Other Activities: The Bureau has and does engage in several other activities. These are mentioned briefly below, and will be returned to in Chapter 5.

a. Workshops and Seminars, etc.: Since its early days, the Bureau has organized workshops, seminars, and lectures throughout the state, usually in conjunction with development studies, but

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[18] The Jackson Street Area, 1955/56. The study program was never completed.

not always. Recent figures are:

YEAR	WORKSHOPS	LECTURES
1966	15	8
1967	27	5
1968	10	22

b. Training in Community Development: Up until recently, the Bureau was used by several Federal Government Agencies both as an example and training area for foreign visitors. The Bureau provided both formal and informal short training courses and field experience. This activity reached a peak in 1960-62 (39 visitors from 19 countries in 1960-61), but has since slumped considerably, though not by any design of the Bureau.

However, in 1964-65, training was provided for Peace Corps workers referred by the U. S. Department of State, and in 1965-66, the Bureau trained twenty Vista volunteers for work in the Yakima Valley.

Similar activities continue on an ad hoc basis.

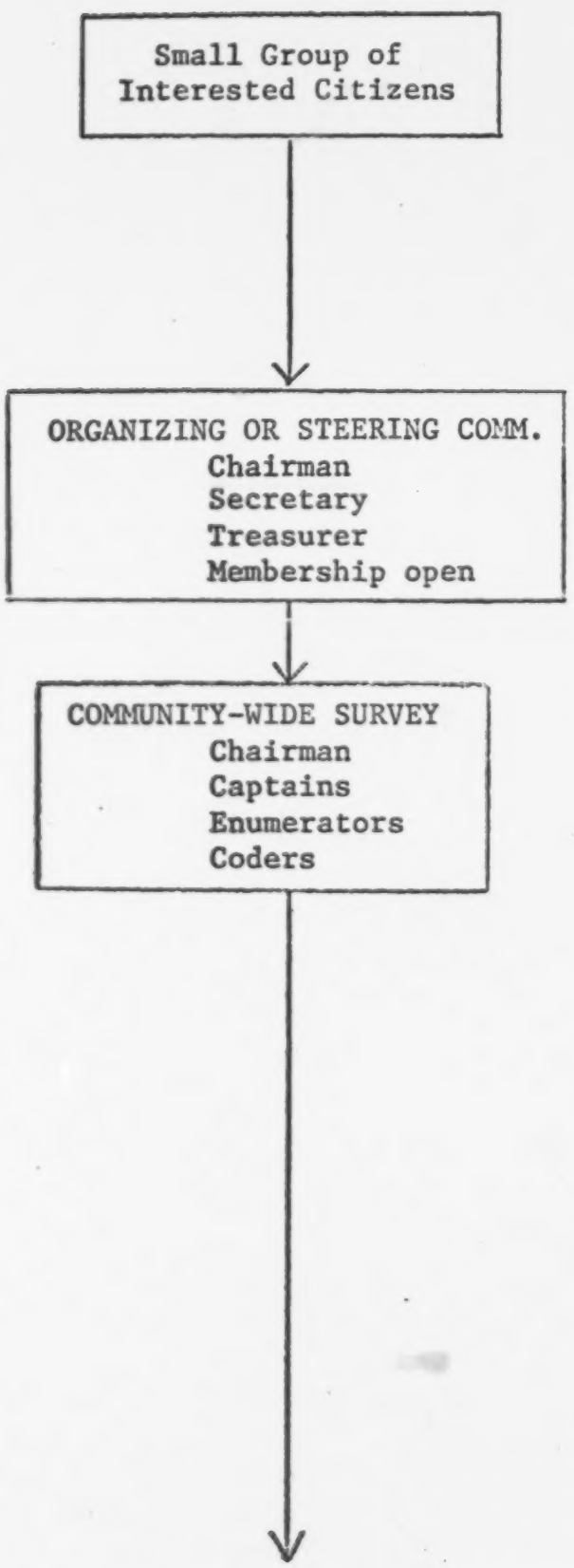
c. Advisory Capacity: Throughout its existence, the Bureau and its personnel have been continually sought out by all types of organizations and individuals for various kinds of assistance. This particularly refers to other educational institutions in the state, and to attempts by groups to obtain information about community attitudes and opinions in specific areas.

3.6 Community Study Programs: The Bureau's Modus Operandum

The Bureau has developed a regular process which it follows in the communities with which it becomes associated. This process is the result of long experience in the field. It has been steadily modified and improved by practical usage to a level which is satisfactory to the Bureau, and most community study programs do in fact adhere very closely to the description given on the next four pages (taken from a mimeographed Bureau handout).

SURVEY PHASE

(This chart to be adjusted to local needs and problems)



I. CONTACT

A. Local citizens become aware of problems.

B. Inquiry to Bureau of Community Development regarding its services.

C. Field Director meets with local group to explain the program.

D. Local group decides whether Bureau's community development program could be of assistance.

II. INTRODUCTORY PHASE

A. Organizing Committee formed.

1. Organize publicity campaign to increase interest and broaden participation.

2. Begin to define the nature of community problems.

3. Continuously evaluate progress.

B. Preparation for census.

When interest is sufficiently high and group large enough, preparations are undertaken for a community-wide survey and public opinion poll.

1. Boundaries of community are defined.

2. A Survey Committee Chairman is appointed or elected.

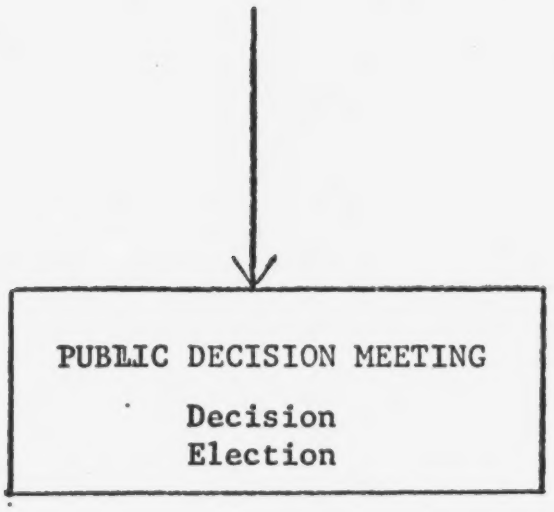
3. Survey questions are developed.

4. Community is divided into enumeration districts and a captain appointed for each.

5. Sufficient number of enumerators are recruited and trained (1 to every 10 households).

6. Door-to-door survey is accomplished.

7. Surveys are tallied by community and Bureau.



8. Final report prepared by Bureau staff.

C. Evaluation of program to date.

D. Preparation for Public Decision Meeting.

1. Steering Committee prepares publicity campaign for Public Decision Meeting.

2. Nominating Committee prepares slate of candidates for election of officers and Coordinating Board.

3. Public Decision Meeting is called, at which meeting:

a. Community development philosophy, procedures and techniques are explained.

b. The role of the University is explained.

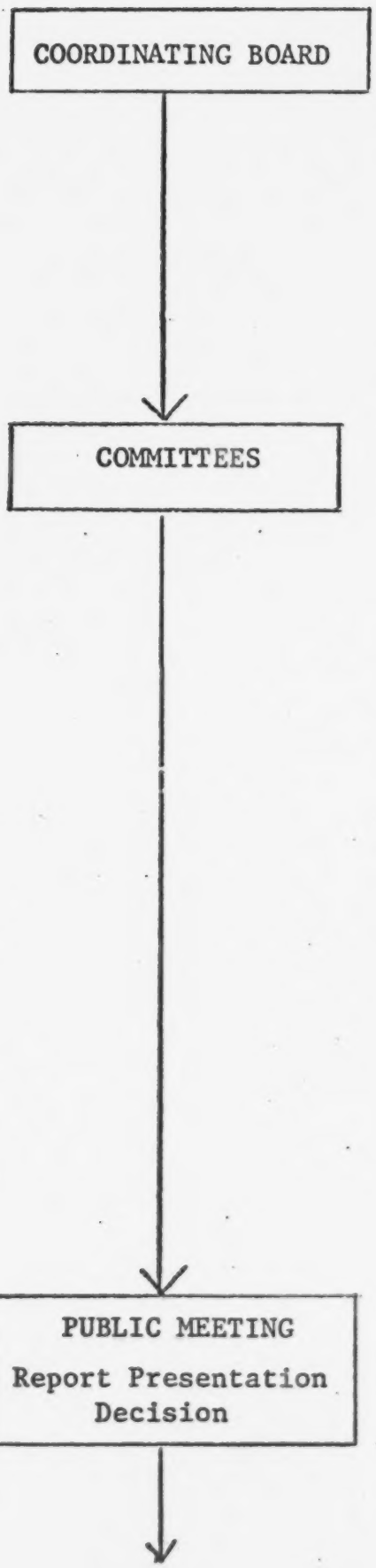
c. Citizens are presented with a review of the community's current and anticipated problems.

d. Decision is made whether or not to undertake a community study.

e. If decision is favorable, Coordinating Board is elected, and

f. Activity Preference forms are filled out.

STUDY PHASE



I. COORDINATING BOARD

A. Develops operational guidelines.

B. Assists in organizing study and special committees as needed.

C. Plans calendar and methods of presenting committee reports to the community.

D. Continuously evaluates the program.

II. STUDY COMMITTEES

A. Meet with consultants, who explain instruct and advise concerning study/action approach.

B. Assign sub-topics to sub-committees as required.

C. Schedule committee meetings and work with Coordinating Board.

D. Utilize resource data (census and public-opinion poll and other materials).

E. Utilize resource people.

F. Conduct supplementary surveys if needed.

G. Confer with Coordinating Board before preparing reports.

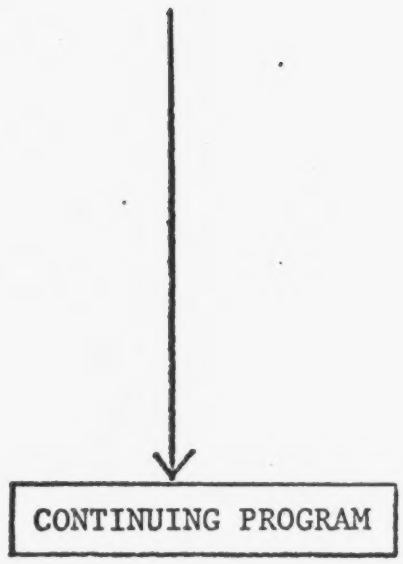
H. Prepare intermediate or final reports, including recommendations for action, for presentation to the community.

III. PUBLIC PRESENTATION

A. Written reports are presented to the community.

B. Findings are discussed and evaluated.

C. Recommendations for action are adopted.



IV. ACTION

A. Community considers ways and means of developing an action program.

B. Organization for action.

C. Recommendations are carried out by appropriate committees, local organizations or governmental agencies.

V. CONTINUING PROGRAM

A. Plans for future development.

Chapter 4: THE PROBLEMS

The process by which the problems were identified was described in Section 1.2. They can be most conveniently discussed under the reasonably short list of broad problem areas which was finally developed.

A. Problems of the Current Program

1. Implementation (4.1)
2. Evaluation (4.2)

B. Organizational Problems

1. Budget (4.3)
2. Professional ambition (4.4)
3. Location in University (4.5)

C. Problems of Philosophy and Objectives

1. The basic philosophy (4.6)
2. Objectives (4.7)
3. Defining the community (4.8)
4. Best use of resources (4.9)

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A. PROBLEMS OF THE CURRENT PROGRAM

4.1 Problems of Implementation

The largest problem area confronting the Bureau revolves about the issue of implementation. Too often a community efficiently carries out a complex survey, enthusiastically studies the results, identifies the problems, and winds up with sensible recommendations for their solution only to stop short of actually carrying out the majority of them.

Both the questionnaire to consultants on the success of recent community development programs[1] and the communities' responses to the questionnaire focusing on implementation[2] supported the general contention that the action phase of community development programs rarely achieves anything like its potential, and is often a near complete failure.

The consultants were asked to subjectively assess the success or failure of the last 29 completed community programs, basing their assessment on actual achievement of objectives. Consultants were instructed to rate by number programs they were familiar with, 1 and 2 representing failure, 3 and 4, a satisfactory level of achievement, and 5, 6 and 7, success.

On this scale, only 8 of the last 29 studies were rated as successful in achieving objectives, while 7 were rated as failures. Fourteen were rated as satisfactory. (See Appendix 5 for full details.)

The respondents from the three communities agreed almost unanimously that while the survey and study phases of their programs had been excellent, the action phases had been poor. On a scale of 7, the survey phase gained an average rating of 6.5 and the study phase 6.1. The action phase average in contrast was 2.8.

Most of the respondents listed weak leadership in the action phase as a principal reason for its weakness, and several mentioned the absence

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[1] See Appendix 5

[2] See Appendix 6

of the Bureau consultant as a contributing factor. (See Appendix 6 for full details.)

This is not to say that nothing is ever achieved. Most communities do implement some recommendations (usually those related to cleaning-up and beautifying the community), and many carry out a large number of the recommendations. However, the norm appears to be a rapid diminution of activity followed by the frustration and cynicism of the few concerned people.

It is this frustration and cynicism that is the concern, for it occurs amongst the people who have been most involved, and who could be thought to have benefitted most from Bureau attempts to develop local leadership. Such development is largely negated if the leaders fail in what are often their only attempts at action.

In addition, of course, the uncompleted projects are a very real loss to the community, since in most cases the goals are attainable.

Why does this happen? Is it a fault of the Bureau program prior to the action phase, or of the Bureau leaving the community before the action phase begins? Or is it just human nature?

In the typical case, by the time the community reaches the action phase, the program has been under way for from 1 to 2 years. The key people have devoted an immense amount of time and effort to it, usually getting no material returns themselves, and often meeting apathy and even opposition to their efforts. Their enthusiasm wanes, particularly confronted with the more difficult task of <u>doing</u> things rather than talking

about them. Typically they seek new people to take over, but others do not have an equal commitment, and such a changeover often causes conflicts to arise as the new prople seek to do things differently to the way envisioned by the original group. Up until now, people turned to the consultant for advice and help. If the interest waned, the consultant was there to restart it. If there were personality conflicts, the consultant mediated. If a shoulder was needed to cry on, the consultant listened. He was not only the catalyst of action, but the cornerstone around which the program revolved, whether he wanted to be or not. But at the time for action, he is not there. Both leadership and the catalyst for action seem to be missing.

The responses to the community questionnaire indicate quite clearly that the lack of effective leadership is a principle reason for the lack of action. By the time a community reaches the action phase, the early leaders of the program are ready to drop out, if they have not already disappeared. From discussions with consultants, it is apparent that at this time leadership is usually gained by default.

There is, in any case, considerable disagreement about what sort of leader is required. People in the communities imply that they want a strong, forceful leader whom they can support. The obvious danger is that such a person is far more likely to be motivated by personal ambitions than community goals, and the whole program may be twisted to suit his ideas of what is good for the community. In addition, a leadership vacuum occurs when he leaves.

Experts tend to favor the type of leadership that the consultant has offered to the community previously--leadership by guiding, advising, and always being there. But communities will rarely give one of their own members the respect and attention that such a role needs, and even if the required respect and attention could be obtained, it is difficult to find such a person who also has the time to perform the desired role.

The problem of implementation hence often becomes a problem of adequate leadership.

4.2 Problems of Evaluation

The study of Bureau files revealed that concern about post-evaluations of community development programs and follow-up procedures has been a long-time characteristic of the Bureau. The files contain many detailed suggestions, reports and minutes of long discussions about evaluation.

The Bureau commenced activities in 1950. By 1955 the need for follow-up services and evaluations in communities had been recognized by the staff. However, despite a lot of discussion, the number of then-current programs combined with budget limitations prevented anything being done.

In 1959, it was stated by the then Director, Frank Anderson, that the problem of the continuing relationship and responsibility of the Bureau of Community Development to study communities had not been resolved. Other concerns mentioned at that time were the evaluation of community programs and criteria for the selection of future study towns.

In 1960 a consultant noted, "At no time has the Bureau been able to maintain an effective follow-up program after study completion."

In 1962, as a result of this long concern, a detailed research project was undertaken to obtain some answers and to make recommendations about future Bureau activities. In the letter requesting budget support for the project, Dr. O. N. Larsen, then Director of the Institute for Sociological Research, stressed three points:

1. The Bureau needed a means of systematically evaluating their own efforts and the effectiveness of community development techniques.
2. The Bureau needed to devise a means of integrating evaluative mechanisms into the regular community study and action program.
3. Many community development field programs were to be found in the U.S.A., but there had been very few efforts at evaluation. This area could be pioneered at the University of Washington as was the original community development program.

The study was approved and carried out in the summer of 1962 under Dr. Ernest A. T. Barth and Dr. Baha Abu-Laban. Their long and detailed report is in Bureau files, but the main results and conclusions are shown in Appendix 2.

Whilst this study did produce a great deal of useful information, it did not produce a means of evaluating the Bureau's program. In fact, it went a long way towards proving that the results of such programs cannot be objectively measured by any known techniques.

The central problem is that the Bureau's program deals with a process of social change and the development of people. Many factors affect these, and even if changes are observed, it is most difficult to trace them to any one cause.

In addition, for evaluative mechanisms to be useful to the Bureau, they must be simple, quick, easy to use, and economical. Detailed measurements of such things as population changes and voting trends are far too complicated, and are in any case open to challenges concerning their validity.

However, the need for designing an evaluation procedure has not diminished. Such a procedure is badly needed, and lack of it places the Bureau in a position where it cannot state with any certainty whether its actions in communities are successful or not, nor make comparisons between the various communities in which it has worked.

B. ORGANIZATIONAL PROBLEMS

The following three problem areas are internal to the Bureau and a result of its being a University organization. They do not have any significant impact on the main thrust of this paper, and are therefore included only briefly to indicate some of the organizational pressures which affect the Bureau.

4.3 Problems of Budget

The Bureau's budget has been virtually unchanged for the past seven years, except for the addition of one consultant in 1966 and two consultants in 1968. Its size severely limits what the Bureau can do. For

instance, one of the reasons that consultants do not remain in a community for the action phase is the demand for their services in other communities. If consultants spent longer in communities, the Bureau could not meet these demands without a much larger staff.

In addition, the Bureau would like to expand its activities, particularly in the areas of formal teaching and research.

The main problem here is that the Bureau is not responsible for the preparation of its budget, but has it imposed by the Division of Extension Services and is expected to work within it. (This situation was changed in early 1970 when the Bureau was asked to prepare its own budget for the 1971-73 biennium.)

While no organization is ever satisfied with its budget, the Bureau does seem to have a legitimate complaint.

4.4 Problems of Professional Ambition

The Bureau is justifiably proud of its present staff. It is therefore somewhat strange that it has allowed their status to remain that of unclassified University staff with no academic rank and no possibility of promotion within the organization.

In addition, as a result of the volume of work, it is virtually impossible for the staff to develop papers and articles for publication, and to attend the many community development conferences held in the United States.

These facts cause some concern amongst the consultants, who sometimes feel that their professional careers are being ignored.

4.5 Problems in Location in the University

The location of the Bureau within the University organization (as a unit of Extension Services, grouped with activities such as Civil Defense and Lectures and Concerts) gives a misleading impression of the Bureau as being a purely service organization. This impression is apparently strong within the University as a whole, and is a source of some irritation to Bureau personnel.

C. PROBLEMS OF PHILOSOPHY AND OBJECTIVES

4.6 Problems in the Basic Philosophy

The operational philosophy of the Bureau can be summed up quickly in three short statements:

1. A community development program must be initiated by the community.
2. The Bureau serves the community in an advisory and teaching capacity and is primarily non-directive.
3. The community development program is a self-help program. The Bureau's influence should be removed from the community as soon as the study phase is over. It is then up to the community to take action. (This is probably related to budget limitations, though it is not specifically stated anywhere.)

This philosophy contains some implicit assumptions:

1. That widespread citizen's support is desirable for the success of a community development program, and that this support is most

likely to be obtained if the program is undertaken at the initiative of local citizens.

2. That the Bureau's teaching process in communities is best served by people 'doing it themselves' rather than by observing and being directed, or by learning in some other way.
3. That local citizens, once they have identified local problems and discovered what needs to be done to solve them, will then have the initiative, persistence and resources to undertake an action program and carry it out to a successful conclusion.

Each of these assumptions can be challenged.

While it seems intuitively right that citizen support is more likely to be obtained if a local group first initiates a program, there is little, if any, proof of this. Which is the more important? The goals and techniques of the program or the people who start the program? Citizen support for almost any program can be obtained through the applied use of the mass media.

Furthermore, many of the goals of a community, particularly material ones, can be achieved without widespread support. Widespread apathy is sufficient. As long as there is not a concerted opposition, a small group of people can achieve surprising results. (And in fact, in most of the study communities, after the initial survey it has been primarily a small group of motivated people who have carried on despite widespread apathy.)

Although this challenges a basic premise of Community Development, it is not apparent why this same group of people would not support an

initiative which came from an outside organization such as the Bureau.

Secondly, one of the Bureau's goals, perhaps its principal one, is the development of local leadership and their training in methods of achieving community improvement through civic action. The Bureau does not improve a community - the community must do it itself.

This means that the community development program in a community tends to be somewhat inefficient. The citizens must be highly motivated and in sufficient numbers to do what is required, even though the study phase of the program takes from 6 to 12 months to complete, and interest and enthusiasm tend to wax and wane. Work usually falls on the shoulder of a few people time and time again, steadily reducing their enthusiasm.

If asked to point to improvements in local leadership, the Bureau is hard-pressed to name more than two or three individuals in any community who have showed definite leadership in a community as a result of the community development program. At the same time, the list of potential community tasks defined by the study but left undone through lack of leadership is usually very long.

It seems time then to question the non-directive, self-help approach. While it is greatly appealing, the results do not appear to be greatly satisfying. Could another approach be better? Can class-room teaching be combined with practical one-time projects that do not involve the huge effort of a complete community development program? Could the consultant with his expertise, direct the program and use "one-time projects" to involve the local citizens in the learning process?

What is being considered here is not a challenge to the basic philosophy mentioned above, but a suggestion that there are probable benefits to be obtained from a re-examination of the ways in which it has been applied.

4.7 Problems of Objectives

The Bureau's objectives were stated in detail in Section 3.3. They are directly related to the philosophy and problems of approach discussed above.

The main problem is one of ranking objectives and avoiding conflicts in objectives.

For instance, if a consultant actively pursues University-related goals such as research and public-relations, he is likely to be viewed with suspicion by people in the community. They tend to be apprehensive that they are being used by the University, and this will largely negate his attempts to identify with the community which he must do in order to fully understand the problems.

Again, and as implied earlier, it may well be that local problems are not best solved by local people, but by some impartial, uninvolved expert. One of the goals of the consultant is the solution of local problems, but he must only approach this goal through the local citizenry, an often frustrating limitation.

The consultant must tread a very fine path at times. For instance, what should he do in his advisory, non-directive role when one or two persons begin to dominate the program and twist it to their own ends? (An

actual case of this is a community where the ongoing community development organization has become dominated by people who are militantly opposed to sex-education in schools, and who are using the organization as the vehicle for their attack.) What does he do when he sees decisions being made that from experience he knows are disastrous?

4.8 Problems of Defining the Community

When the Bureau receives a request for help, it rarely comes from a community as such, but from some person or organization. The Bureau asks these people to define their community, and then to arouse that community to action. One of the first committees established in a new study is the Boundary Committee, charged with drawing boundaries around a community.

While at first glance this seems easy, in fact it is not. How should a community be defined? By natural borders like rivers and main roads? Or by the similarity of its inhabitants? Or by any of many other criteria? Where to draw the line which includes one person in a community while excluding another is always difficult.

This appears to be a fairly theoretical issue, but it raises some important unresolved questions for the Bureau. In what sort of communities does it work best? In what sized communities is its program optimal? Should its work be limited to geographic communities?

The Bureau's program evolved out of community development studies in small rural communities. Does it have assumptions built into it that make it inappropriate for large urban communities? (In fact, do communities exist in urban society that are at all like rural communities?)

The Bureau has worked from time to time with minority and special-interest groups. Should a special program be developed for these? Could the Bureau perhaps achieve more with such groups than with urban areas?

Defining the types of communities that the Bureau should work in is an area to which no attention has yet been given.

4.9 Best Use of Resources

This problem relates both to Bureau objectives and to the types of communities the Bureau wants to serve and is best capable of serving.

It is difficult to say more than to call attention to Conclusion B of Section 1.2, and to restate the need for more definite criteria in deciding which community studies to undertake.

Chapter 5: PROPOSED SOLUTIONS, RECOMMENDATIONS, AND CONCLUSIONS

The solutions I propose for the problems discussed in Chapter 4 consist of changes in and additions to the Bureau's program in communities. They fall conveniently under three headings:

1. Philosophy, Goals, and Method (5.1)
2. Implementation (5.2)
3. Evaluation (5.3)

Unfortunately, in a social sphere such a community development, one cannot produce solutions which are capable of a priori proof. In most cases, one is lucky to even be able to cite supporting experience.

The solutions proposed are the results of my own studies and judgments. While I have kept in mind both what I believe to be the main values of the Bureau and the limitations imposed on its activities by virtue of its being a University organization, I do not know whether these proposals are acceptable to the Bureau, nor whether they will be successful if accepted. In the final analysis, the only way to find out is to try them and see.

5.1 Philosophy, Goals, and Method

Recommendation 1: That the Bureau's goals be restated clearly and concisely as:

1. The education of people in the process of participatory local government, and
2. The achievement of community improvements.

Acceptance of these two broad goals (in place of the eleven described in Section 3.3) will remove some of the confusion that has surrounded the question of what the Bureau does. In addition, these goals stress the Bureau's teaching role, while expanding the sphere of Bureau activity to include the implementation of recommendations made in a community. They do not prohibit anything the Bureau is now doing, but rather provide both a focus and a wide flexibility in possible method.

I have deliberately omitted any specific mention of actual citizen participation or community leadership. Both of these issues have created problems for the Bureau as discussed earlier. If the Bureau's role is one of teaching, then it is one of providing the knowledge that will allow and encourage citizens to participate and to become leaders <u>when the occasion arises</u>. Too often the community as a whole does not see any need to participate, and it should not be the Bureau's role to attempt to arouse interest in participation, nor to develop actual leadership in the community.

<u>Recommendation 2</u>: That the Bureau expand the range of teaching methods it employs.

This follows directly from Recommendation 1. If the Bureau's goal is one of educating people in the process of participatory local government, there are many more methods available than merely involving people in the current long and exhaustive grass-roots study program. People can learn from lectures, from audio-visual presentations, from examples of what has been done elsewhere, even from watching a consultant in action. Educational techniques are currently going through a revolution, and the

Bureau should make full use of the wide range of techniques now available.

It has not been proved that people learn best by doing something themselves, though this is a common cliche. In particular, not much is learned by attempting a large and difficult program only once and failing.

The Bureau has already taken steps towards expanding its on-campus teaching functions. A correspondence course is in the process of preparation and a telecourse is being planned. University students are being introduced to field situations in conjunction with an Urban Planning course.

I am suggesting that similar expansion should occur in the community. The correspondence course and telecourse have obvious applications. In addition, the Bureau could offer short lecture courses in a community undergoing a study, with subjects such as citizen participation, local government structure, leadership training, and so on. Weekend seminars also offer an obvious avenue.

Such education, particularly if offered in the early part of the Bureau's program, when interest and enthusiasm tend to be at a high, would, I think, achieve far more than is currently achieved. This does not imply that any current methods should be discontinued.

Recommendation 3: That while retaining the emphasis on self-help, the Bureau should encourage its consultants to be directive whenever, in their judgment, it is necessary.

One drawback of the program is the period of time it takes and the

inability of community groups to agree easily on courses of action. Currently, the consultant tries to stay in the background - guiding, advising and attempting to move the people slowly towards a consensus. This procedure is based on the concepts that the consultant should be non-directive and that people learn best by doing things themselves.

However, the people want the consultant to do more than just advise; they turn to him for decisions. After all, he is the expert.

If a consultant was encouraged to be directive at times, it would make much better use of his expertise and would probably shorten the program's time considerably. The citizens' learning process would be unlikely to be significantly upset by this.

A secondary benefit would be the extra freedom allowed the consultant. Many of the frustrations attached to his function would be removed if he knew that he could be directive when necessary. This is not to say that consultants are to go into communities and impose their ideas and methods. Such a course is to be stringently avoided. The community is still in total command, and the consultant should be directive only in very limited instances.

Consultants are committed professionals with a good deal of practical experience. Their judgment in such instances is to be trusted.

Recommendation 4: The Bureau should stay in a community until its action phase is well under way, and should maintain close contact and be available on a call-back basis for a much longer period.

It has been well substantiated that major problems arise during the action phase in a community, the principal ones being a lack of overall implementation and a disintegration of leadership. The community questionnaire showed that even in communities where the program was termed a success by Bureau consultants, citizens later termed the action phase a failure, and cited weak leadership as the prime reason. The same respondents nearly unanimously indicated that if the Bureau consultant had remained, they would have anticipated different results. (This indicates that the Bureau has failed to some degree in its attempts to develop local leadership.)

It seems fairly apparent that a solid cornerstone is required - a person who is respected, knows what to do and how to do it, can work with people and has the time and the voluntary motivation to keep the wheels turning. Unfortunately, communities possess very few such people, and they are usually heavily involved with other projects.

However, it is also apparent that the Bureau consultant closely fits the description, and he is already identified with the program. It seems that if he does not help the community to implement the results of its study, it is highly probable that little will be done; many citizens will become disillusioned, frustrated and cynical, and countless manhours of work will have been largely wasted.

(A possible alternative is a salaried person whose expenses could be shared between three or four communities. This would probably involve communities in raising approximately $5000 per annum, a real test for their commitment to community development.)

Recommendation 5: The Bureau should develop criteria which will allow it to use its resources in a more optimal fashion.

This is directly related to Conclusion A in Section 1.2.

If the Bureau's resources are limited and demand exceeds supply, it seems reasonable to apply those resources where they can achieve the best results. This means developing criteria which describe the type of community and situation in which the Bureau has had most success, and weighting these by some index of community needs.

Recommendation 6: The Bureau and its consultants should use the list of factors which determine a community's character, as set out in Appendix 4.

The purpose would be twofold. Firstly, use of the list in the early stages of a program would ensure that both the consultant and the citizens' group fully understand the community's environment. This would be of some help in framing the survey questionnaire.

Secondly, such a list at the beginning of each community report would be of immense assistance for Bureau comparisons and future researchers.

5.2 Implementation

Several of the Bureau's staff raised the question of whether it is the Bureau's function to actually help the implementation of community plans, or whether the Bureau should concentrate more on teaching how to implement such plans. However, there was general agreement that the

action phase in communities needed improvement. Certainly, education in implementational techniques would be more in keeping with the Bureau's current philosophy than would involvement in community actions.

Much of what is contained in the recommendations in Section 5.1 relates equally to this section, particularly Recommendations 3 and 4 concerning the directiveness of consultants and staying in the community for the action phase. The following recommendations are in addition to these.

Recommendation 7: The action phase in the program should be initiated at an earlier time, and should operate concurrently with the study phase. (It will, of course, continue after the study phase is completed.)

Several of the respondents to the community questionnaire indicated the need to obtain early achievements to build interest and enthusiasm. One person mentioned the great number of people who helped with the survey phase (action of a sort), and then disappeared when the study phase commenced. It was suggested that an immediate action program, coming after the survey and the intensive publicity accompanying the survey results, would probably hold many of these and even attract new people.

The survey results customarily reveal some immediate areas where simple direct action is possible. In addition, study committees do not produce all of their recommendations at the very end of their study. It should be possible for recommendations to be subjected to public meetings for approval on a quarterly basis. Such quarterly public meetings would have the positive side-effects of maintaining public interest and publicity,

and stimulating the study groups to proceed at a faster pace.

An alternative would be to make the study groups also action groups.

Recommendation 8: An implementation body of some type should be formed early in the program and charged with the coordination and carrying out of recommendations.

In the current program, there is no specific group with the responsibility of actually doing anything beyond study. Following from Recommendation 6, it is apparent that an action committee (or some such body) should be appointed concurrently with the study committees with the task of implementing recommendations approved by public meetings.

Recommendation 9: During the action phase, responsibility for carrying out any recommendation should be assigned to a person wherever possible.

Committee efforts and responsibilities tend to be very diffused. Everyone leaves it to someone else to do, or a weak person in the group ends up with the group's assignment.

Committees are excellent for discussion and communication of ideas, but not for action. Actual tasks should be assigned to specific persons who are far more likely to carry them out and take pride in their achievement.

Recommendation 10: Every effort should be made to avoid weak leaders being elected by the community.

While this may appear like stating the obvious, it seems that the Bureau, while lamenting the fact of poor community leaders, takes little action to avoid them. It is very apparent that many a program has floundered because of weak leadership.

It is recognized that attempts by the Bureau to interfere in elections or to endorse particular persons is not desirable. Such a course contains obvious dangers.

The consultant should stress to the community at a very early time the necessity for strong leadership and the qualities and abilities required. He should urge the community to seek out such people and recuit them.

A nominating committee is essential. The consultant should work closely with it, continually re-emphasizing the requirements of leadership and the numbers of people required.

All key positions should be vacated regularly, and the community should be encouraged to follow a policy whereby no person can be re-elected to the same position for a second term. Admittedly, this will pose problems, particularly in small communities, but the dangers of positions becoming associated with people and the entire program becoming associated with just a few people are far greater. Hopefully, more people would be interested in participating at a leadership level if they could see a definite time horizon to their participation.

Recommendation 11: An on-going community development organization should be formed in the community.

At some point of time after the study groups have finished their tasks and attempts have been made to implement some or all of their recommendations, there will be a considerable down-turn in the level of activity and interest. This normally seems to occur about two to three years after the commencement of the program.

However, the need for community development does not disappear after the program has been completed - in fact, there is some doubt whether a community development program should ever be "completed." It should be a continuing activity.

An organization is required to keep activity alive, albeit at a much lower level than previously. The duties of the organization would be to initiate new study groups as the need arises, and to concern themselves with general community issues. It would also be the Bureau's point of contact for re-visitation and evaluation.

Many communities in which the Bureau has worked have set up such organizations. Both their form and success have varied widely. However, at the moment, the Bureau program does not include the creation of such an organization as an essential goal.

A suggested composition for such an organization would include all community leaders, meeting on a bi-monthly basis with an agenda comprised of matters raised by any member for discussion (mayor, councilmen, school principals, ministers of religion, newspaper editors, heads of local organizations and so on). It would be open to the public.

Recommendation 12: The Bureau should include in its program the teaching of how to get things done in a community.

Acknowledging the weakness of the action phase in many communities, the Bureau consultant should hold formal sessions on how to implement recommendations. This would include basic planning, allocating of responsibilities, time scheduling, and the necessity for persistence.

Recommendation 13: The Bureau should include in its program the teaching of political activism at the local level.

Many of the recommendations made by communities can only be implemented by local politicians. This means that the citizens organization must be able to act as a bipartisan political animal. The citizens need to understand the local political system and environment, the personalities and policies of the people in office, and how to legitimately apply political pressure.

A prime cause of the failure to get very far with many recommendations has been the inability of the community development group to deal with the established political status quo and the radical tactics of minority pressure groups.

Community development is largely local politics. Too often in the past the Bureau has raised peoples' hopes, showed them what is possible, but not given them the means or the understanding to move the system.

5.3 Evaluation

I have already indicated the difficulties in designing effective evaluative techniques in the field of community development, and my conclusion that objective evaluation is probably an impossibility (see Section 4.2 and Appendix 2).

Measurement of results by looking at population statistics, voting trends, levels of citizen participation, dollar expenditures on civic projects and so on is too expensive and complicated a procedure to be useful. Also, no one knows how to isolate the effects of the community development program from the multitude of other factors which affect such indicators.

For an evaluative technique to be useful to the Bureau, it must be simple, speedy, cheap, and capable of wide application. It must also be acceptable to the staff of the Bureau and to the communities.

A suggested non-rigorous procedure for evaluating community development programs is presented in Appendix 3. Regardless of whether this is adopted or not, some definite recommendations can be made.

Recommendation 14: The Bureau should institute a limited program of research into the long-term effects of past programs.

The main purpose of the search for evaluative techniques is to enable the Bureau to improve its program in communities. Currently there is little known about the long-term effects of the Bureau program, a fact which severely limits the motivation to make changes in the current program.

For the Bureau to be able to justify its activities, it must be able to prove that its program offers long-lasting benefits to a community. At the moment, it cannot do this in a properly documented way.

Recommendation 15: The Bureau should introduce immediately a formal system of subjective evaluation which applies to every program.

The urgent need for evaluation has already been established. Although proper tools are not available to do this, some type of evaluation is better than none. Unless a formal system is introduced, this is not likely to occur in any useful form. Subjective evaluation is possible now.

Recommendation 16: The Bureau should continue research seeking better evaluative techniques.

Recommendation 17: The Bureau should formalize a system of collecting feedback data on a regular basis from past study communities.

Research is impossible without data. At the moment this data is unavailable, and no attempt is being made to get it. A means of collecting data relating to community activities on a regular basis is required. This could probably be done in conjunction with formal revisitations to past communities.

5.4 Budget

The long list of recommendations above gives an impression that the Bureau is failing in many areas. This is not true, and is not meant to be implied. The Bureau is a very successful organization, and its achieve-

ments in the areas of development of people and physical community improvements are impressive. What I have been criticizing is not a lack of success, but a failure to achieve the full potential that exists - in other words, a failure to be as successful as is possible.

Much of this failure to achieve the full potential is directly related to budget considerations. Nearly all of the recommendations made above require the expenditure of time and money which the Bureau does not have. Perhaps the main criticism, therefore, should be that the Bureau has not attempted to increase its budget so that it can do these things. The obvious final recommendation is:

Recommendation 18: The Bureau should undertake a detailed planning program in terms of manpower and money requirements to satisfactorily achieve its objectives, and should prepare budget applications accordingly.

In fact, as a result of the recent long-term planning activities that have gone on in the Bureau, and partly, I like to think, in response to the studies that have formed a basis for this paper, such budgets are now being prepared.

5.5 Summary

All of the recommendations as they relate to the Bureau's program can be summed up as follows:

1. The Bureau should be more selective in accepting communities to work with.
2. Teaching methods and content in communities should be expanded, especially in relation to implementation and political action.

3. The Bureau should stay in communities longer, and maintain formal regular contact after leaving.
4. Consultants should be encouraged to be directive where necessary.
5. Action should be commenced earlier, and should form an integral part of the Bureau's program.
6. Weak community leaders should be avoided.
7. An ongoing organization should be formed in communities.
8. A formal evaluative system should be introduced.

5.6 Conclusions

In retrospect, I can now turn to what I set out to do and see how the study has affected my thoughts.

My principal objective was to come to grips with and understand the problem of implementation of the planning done by voluntary groups. I feel that I have done this, and that the preceding sections relating to implementation of community plans show the way my thoughts have developed.

The study proved quite conclusively that implementation is a major problem for the type of voluntary groups that the Bureau works with. While there is no way of proving it, I feel satisfied in my own mind that the study results are applicable to all voluntary organizations of this type.

The list of recommendations I finally developed, particularly those related to leadership, individual responsibility, directiveness and evaluation are, I think, readily transferable to discussion of such voluntary organizations.

Professor Le Breton's Planning-Implementation Model of the administrative process was extremely useful in the early detailed analysis of the Bureau's program and community processes. Its use by the implementation body that I have suggested would do much to ensure the success of that body's work. It is certainly an analytical tool that I will use in the future.

I found the entire study to be an extremely valuable experience, which has substantially enhanced my knowledge of and understanding of organizations, and particularly of the organizational problems which confront small voluntary groups.

The principal results of my study relate directly to the Bureau. It has been gratifying that my purpose of producing a study of practical value to the Bureau has apparently been successful. Chapter 3 of this paper has already been used as a background study for a faculty committee examining the University's program of Continuing Education. Much of Chapters 4 and 5 has been used by the Bureau to stimulate staff discussion. The recommendations made have been presented formally at a Bureau staff meeting, and it remains to be seen whether the Bureau itself is any better at implementing recommendations than the communities with which it works.

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TABLE 1

BUREAU OF COMMUNITY DEVELOPMENT

STUDIES COMPLETED AND CURRENT 1950-1969

	TOWN	TYPE*	DATE	STATUS AT CONCLUSION	CONSULTANT
1.	Battle Ground	R	1950-51	Complete	Richard Poston
2.	Mt. Adams Area	"	1950-51	"	" "
3.	Winlock	"	1951-52	"	" "
4.	Toledo	"	1951-52	"	" "
5.	Hazel Dell	"	1951-52	"	" "
6.	Belfair	"	1951-52	"	" "
7.	Port Angeles	"	1952-53	"	" "
8.	Port Townsend	"	1953-54	"	Jack Wright
9.	Anacortes	"	1953-54	"	William Hanson
10.	Packwood	"	1953-54	"	Frank Anderson
11.	Castle Rock	"	1953-54	"	Frank Anderson
12.	Eatonville	"	1953-54	"	John Mills
13.	Centralia	"	1954-55	"	Frank Anderson
14.	Chehalis	"	1954-55	"	" "
15.	Roslyn	"	1954-55	"	John Mills
16.	Cle Elum	"	1954-55	"	" "
17.	Prosser	"	1954-55	"	John Eldridge
18.	Dayton	"	1954-55	"	William Hanson
19.	Clarkston	"	1954-55	"	" "
20.	Jackson Street	U	1955-56	Incomplete	Hanson/Eldridge
21.	McCleary	R	1955-56	Complete	Frank Anderson
22.	Snoqualmie	"	1955-56	"	Bill Hanson
23.	Colfax	"	1956-57	"	Vern Koenig
24.	Lake Stevens	"	1956-57	"	Frank Anderson
25.	La Conner	"	1956-57	"	Andy McCall
26.	Grand Coulee area	"	1957-58	"	Carsten Lien
27.	Soap Lake	"	1957-58	"	Vern Koenig
28.	Snohomish	"	1957-58	"	Andy McCall
29.	Woodland	"	1957-58	"	Barney Burke
30.	Skamania County	"	1958-59	"	Andy McCall
31.	Benton City	"	1958-59	"	Carsten Lien
32.	Sultan	"	1958-59	"	Vern Koenig
33.	Metaline Falls	"	1959-60	"	Carsten Lien
34.	Fairfield	"	1959-60	"	Andy McCall
35.	Republic-Curlew	"	1960-61	"	Tom Parker
36.	Tekoa	"	1960-61	"	Andy McCall
37.	Lynden	"	1960-61	Incomplete	Vern Koenig
38.	Palouse	"	1961-62	Complete	Carsten Lien
39.	Brewster	"	1961-62	"	Andy McCall
40.	Molson	"	1961-62	"	Dirk Anderson
41.	Pateros	"	1962-63	"	Andy McCall
42.	Naches	"	1962-63	"	Tom Parker

43.	Edgewood (census taken, failed to organize)	R	1962-63	Incomplete	Dirk Anderson
44.	Leavenworth	"	1962-65	Complete	Ken Nyberg
45.	Raymond	"	1963-64	"	Tom Parker
46.	Vashon	"	1963-64	"	Frank Seabeck
47.	Lowell (Everett)	U	1963-65	"	Frank Seabeck
48.	Haller Lake (Seattle)	U	1963-65	"	Ken Nyberg
49.	South Whidbey Island (no published reports)	R	1964-66	Incomplete	Mike Barnhart
50.	Southworth (no published reports)	"	1965-66	Incomplete	Loris Baker
51.	Federal Way	U	1965-67	Complete	Ken Nyberg
52.	Lind	R	1965-67	Complete	Frank Seabeck
53.	Redmond (no published reports)	"	1965-67	Incomplete	Mike Barnhart
54.	Shoreline (Seattle) (no published reports)	U	1965-67	"	" "
55.	East Wenatchee (no published reports)	R	1965-67	"	Loris Baker
56.	Cathcart-Maltby-Clearview	"	1965-67	Complete	Ken Nyberg
57.	Ephrata	"	1965-67	"	Loris Baker
58.	Cashmere (no published reports)	"	1966-67	Incomplete	Loris Baker
59.	Oakville	"	1966-67	"	Blaine Hammond
60.	Issaquah	"	1965-68	"	Blaine Hammond
61.	Lummi Island (no published reports)	"	1966-68	"	Andy McCall
62.	Wallingford (Seattle)	U	1966-68	Complete	Ken Nyberg
63.	Bainbridge Island	R	1966-68	"	Ken Nyberg
64.	Montlake (Seattle) (no published reports)	U	1967-68	Incomplete	Mike Barnhart
65.	Lopez Island (no published reports)	R	1966-68	Incomplete	Andy McCall
66.	Grandview (no published reports)	"	1966-68	"	Frank Seabeck
67.	Washougal (no published reports)	"	1967-68	"	Mike Barnhart
68.	Mt. Baker (Seattle) (Census taken, failed to organize)	U	1967-68	"	Loris Baker
69.	Capitol Hill (Seattle)	U	1967-69	Complete	Ken Nyberg
70.	Manson	R	1967-69	"	Ken Nyberg
71.	Davenport	"	1967-69	Incomplete	Loris Baker
72.	North Kitsap	"	1967-69	Complete	Ken Nyberg
73.	Sacajawea (Seattle)	U	1968-69	Incomplete	Loris Baker
74.	Odessa	R	1968-69	"	Fred Fortine
75.	Bothell	"	1968-69	Current	Frank Seabeck
76.	Bellevue	U	1966-69	Incomplete	Barnhart/McCall
77.	Parker	R	1966	Current	Frank Seabeck
78.	Goldendale	R	1967	"	" "

79.	Queen Anne Hill (Seattle)	U	1967	Current	Ken Nyberg
80.	Central Area (Seattle)	"	1967	"	Hammond/Griffin/ Shannon
81.	Lake City (Seattle)	"	1968	"	Fred Fortine
82.	Magnolia (Seattle)	"	1968	"	Dan Shannon
83.	Lake Union (Seattle)	"	1969	"	Dan Shannon
84.	Alki Beach (Seattle)	"	1969	"	Ken Nyberg
85.	Mukilteo	R	1968	"	Frank Seabeck
86.	Lakewood	U	1968	"	Loris Baker
87.	Sprague	R	1968	"	Dan Shannon
88.	North Beach Peninsula	R	1968	"	Loris Baker
89.	Cascade Heights	R	1968	"	Frank Seabeck
90.	Kenmore	"	1969	"	Ken Nyberg
91	Alderwood Manor	"	1969	"	Fred Fortine
92.	Coulee City	"	1969	"	Frank Seabeck
93.	Ritzville	"	1969	"	" "
94.	Stanwood	"	1969	"	Blaine Hammond
95.	Kennewick	U	1969	"	Ken Nyberg
96.	Satsop	R	1969	"	Loris Baker
97.	Orcas Island	"	1969	"	Frank Seabeck
98.	N. Bonneville	"	1969	"	Dan Shannon
99.	Fircrest	U	1969	"	Loris Baker
100.	Greenwood (Seattle)	"	1969	"	Ken Nyberg
101.	Olympic View (Seattle)	"	1969	"	Fred Fortine
102.	Puget Ridge (Seattle)	"	1969	"	Bill Griffin

* R = Rural
  U = Urban

TABLE 2

BUREAU OF COMMUNITY DEVELOPMENT

STUDIES IN PROGRESS AT ONE TIME
and
CONSULTANT/STUDY LOAD

	No. of Studies in Progress	No. of Studies Finished	No. of Consultants Involved in Studies	Consultant/ Study Ratio
1950	2	-	1	2.0
1951	6	2	1	6.0
1952	5	4	1	5.0
1953	6	1	5	1.2
1954	12	5	5	2.4
1955	10	7	4	2.5
1956	6	3	5	1.2
1957	7	3	5	1.4
1958	7	4	4	1.7
1959	5	3	3	1.7
1960	5	2	4	1.2
1961	6	3	5	1.2
1962	7	3	5	1.4
1963	8	3	5	1.6
1964	6	2	5	1.2
1965	13	3	5	2.6
1966	19	2	6	3.2
1967	27	9	6	4.5
1968	27	9	8	3.4
1969	27	6	8	3.4

Bureau of Community Development — APPENDIX 1 — December 1969

STAFF & JOB DESCRIPTION OF CURRENT STAFF

Employee	Qualifications	Previous Experience	Time with Bureau (Yrs.)	Job Description
Director	Ph.D. (Anthropology)	Director, Office of International Education University of Colorado (4 yrs); Act. Director, Plans Representative, Afghanistan, Director Development, The Asia Foundation (6½ yrs)	5½	Director of Bureau. Maintains relations with University and external organizations.
Assistant Director	M. Ed. (Education)	Education administrator, Supervisor of Washington State Hazel Dell School District (5 yrs)	13	Supervises daily Bureau routine. Allocates assignments, supervises and coordnates consultants.
Admin. Assistant	M. S. (Biology)	Program planning specialist, North Carolina Agricultural Extension Service (25 yrs)	6½	Office and business manager.
Secretary		Secretarial and office experience. (15 yrs)	6	Secretarial and accounting.
Consultant	B. A. (Biology)	U. S. Marine Corps (2 yr), Marine Corps Presentation Center (3 yrs)	6	Community Consultant
"	M.B.A. (Business)	Market Research, Planning and Engineering Corporation (4 yrs)	6	" "
"	B. S. (Business)	Traffic Manager, Aircraft Corp. (2 yrs)	5	" "
"	B. A. (Psychology) B. D. (Theology)	Director, Religious Foundation, University of Washington (4 yrs)	3	" "

APPENDIX 1 (cont.)

Employee	Qualifications	Previous Experience	Time with Bureau (Yrs.)	Job Description
Consultant	B. A. (Political Science) Enrolled in Ph.D. Program (Political Science)	City Councilman (3½ yrs), Radio Program Director, Operations Manager (8 yrs)	1½	Community Consultant
"	M. A. (International Studies), Enrolled in Ph. D. Program (Urban Planning)	Accion en Venezuela (1 yr)	1½	" "
26 Research Assistant	Changed annually	Graduate Student		Process community data. Undertakes specified research assignments.

July 69 APPENDIX 2

STATEMENT: EVALUATION OF C. D. PROGRAMS AT BUREAU OF COMMUNITY DEVELOPMENT

by M. Court

The following is a very brief summary of previous attempts to develop methods for evaluating the Bureau's program and the context in which these efforts were made. It is provided as background for current discussions.

A study or Bureau files reveals that concern about post-evaluations of C. D. programs and follow-up procedures has been a long-time characteristic of the Bureau. The files are full of detailed suggestions, reports, minutes of discussions, etc.

The Bureau commenced activities in 1950. By 1955 the need of follow-up services and evaluations in communities had been recognized by the staff. However, despite a lot of discussion, the number of then-current programs, combined with budget limitations, prevented anything being done.

In 1959 it was stated by the then Director, Frank Anderson, that the problem of the continuing relationship and responsibility of the BCD to study communities had not been resolved. Other concerns mentioned at that time were the evaluation of community programs and criteria for the selection of future study towns.

In 1960 a consultant wrote,"At no time has the Bureau been able to maintain an effective follow-up program after study completion."

In 1962, as a result of this long concern, a detailed research project was undertaken to obtain some answers and to make recommendations about future Bureau activities. In the letter requesting budget support for the project, Dr. O. N. Larsen, then Director of the Institute for Sociological Research, stressed three points:

1. The Bureau needed a means of systematically evaluating their own efforts and the effectiveness of C. D. techniques.

2. The Bureau needed to devise a means of integrating evaluative mechanisms into the regular community study and action program.

3. Many C. D. field programs were to be found in the U.S.A., but there had been very few efforts at evaluation. This area could be pioneered at the U. W. as was the original C. D. program.

The study was approved and carried out in the summer of 1962 under Dr. E. A. T. Barth and Dr. Baha Abu-Laban. Their long and detailed report is in Bureau files, and the main points are summarized here.

1. Aims of Study

   A. To develop and test a set of procedures for evaluating the effectiveness of the Bureau's field activities and program.

   B. To investigate the range of activities involved in the consultant's work.

   C. To develop measures which will aid the Bureau in continuously assessing the effectiveness of its work.

   The study carefully reviewed current literature on C. D. and concluded that the term had a wide variety of interpretations. They therefore carried out an intensive survey of the Bureau's history and goals (the assumption being that no evaluation is possible unless the goals are known).

2. Goals of Bureau

   It was concluded that the Bureau was a multiple-purpose organization with no single goal. The investigators felt that the Bureau staff was confused about the Bureau's goals, as was the University Administration. The Administration's perceptions of Bureau goals differed markedly from those of Bureau staff.

   However, the study established a list of nine goals for the Bureau which were to be the basis for developing evaluative techniques: (not necessarily in this order)

   A. Revitalization of "democracy" in communities
   B. Increasing citizen participation in civic affairs
   C. Solution of community problems
   D. Facilitation of interpersonal communications within the community
   E. Adult education in communities
   F. Strengthening the adult education program at U. W.
   G. Facilitation of U. W. research
   H. Creating a favorable image of U. W. in communities
   I. Creating local leadership

   The entire C. D. program was recognized as being principally an educational program.

3. The Search for Evaluation Procedures

   The study then carried out six research projects aimed at measuring the extent to which each of these goals was attained during C. D. programs:

Project 1 - History: General Setting and Organization of Bureau

Aims:

a. To establish goals of the Bureau
b. To examine the processes of recruitment and training of consultants
c. To examine the structure of Bureau operations

Methods:

Interviews with Bureau staff and University officials
Study of Bureau files

Conclusions:

It is necessary to increase staff concensus on goals (already mentioned) and techniques of Bureau; suggestions made regarding selection of consultants, orientation programs for new staff members, detailed recording of consultants' field activities, weekly meetings of consultants, and some on-going education for consultants. (Full report pp 3-9 of general study report)

Project 2 - A Survey of Two Pairs Study and Non-Study Communities

Aims:

a. To test the instruments developed for program evaluation.*
b. To collect evidence regarding effectiveness of various aspects of C. D. Programs in communities

*What the instruments were is difficult to tell from the report.

Method:

a. Identified local leadership group by interviews with local informants
b. Conducted detailed interviews with leaders
c. Conducted detailed interviews with random sample of 50 citizens in each community

Communities examined:

Study towns: Snohomish and McCleary
Non-study towns: Arlington and South Bend

Interview content:

a. Leaders
   (1) Community problems seen by leaders
   (2) How new community leaders arise
   (3) Evaluation of the study program
   (4) Resourcefulness of leaders in handling local problems
   (5) Image of U. W.
   (6) Evaluation of BCD

b. Citizens
   (1) Attitudes toward community
   (2) Image of local leadership abilities
   (3) Adequacy of community facilities
   (4) Perception of community communications
   (5) Citizen resourcefulness regarding local problems
   (6) Image of U. W.

Conclusions:

(Preliminary report only. Final report apparently not prepared) (pp 12-18, Progress Report 1SR 62-55)

a. Large majority of all respondents had a favorable attitude to the study, saw it as beneficial, and believed that numerous problems were solved directly by the study.
b. General agreement that knowledge of their community greatly enhanced by the study.
c. Many felt that they had learned a lot about working in groups, and had improved their communications with other members of the community.
d. Present leaders felt that their leadership abilities had been greatly improved.
e. A large majority would recommend the program to other communities.
f. Most respondents felt that citizen participation in civic affairs had declined rapidly in the years following the self-study, although not necessarily to pre-study levels.
g. New community leaders had emerged as a direct result of the self study.
h. A large percentage of the respondents felt confident and capable of dealing with present and future community problems.
i. No attempt being made to identify and train future community leaders. These still "just emerge."
j. In non-study towns, leadership was less confident of its abilities to solve problems, despondent about general citizen participation, and the level of activity was considerably less.

(N.B. Very small samples limit general applicability of above conclusions.)

Project 3 - Demographic Trends in Communities

Aims:

To examine census data in 35 study towns and a similar group of non-study towns for the periods before and after C. D. studies. A common concern of towns seeking aid was declining population. Therefore, the question asked was whether population trends were noticeably altered by the C. D. studies.

Conclusion:

Since available population figures are not directly related to study areas, the analysis was not of great use. In addition, too many other variables affect population movements.

However, a very detailed study was persevered with (Report #1, ISR 63-38) with the conclusion that studies tended to occur at population low points in communities, and may cause temporary and very moderate changes in population trends.

Project 4 - The Consultants' Range of Activities

Aim:

To see how individual consultants work in the field and to establish whether a set of generally applicable field principles has evolved.

Method:

Each consultant asked to keep a detailed record of his activities -- how, why, when, where, etc., plus his own evaluation of the effectiveness of his actions.

Conclusions:

a. There appeared to have been passive resistance by the consultants, with the result that very few records were collected (and what were collected had insufficient data for proper analysis).
b. Consultants should maintain such records. They have value for the evaluation of specific programs, as well as personal and organizational values.

Project 5 - Voting Trends in Local Communities

Aim:

Bureau staff all agreed that one aim of C. D. study was to stimulate broader citizen participation in local community affairs. Voting data could provide one objective index of political participation.

Method:

Study voting trends in two pairs of study and non-study towns.

Results:

a. No figures or conclusions are shown in the report.
b. However, Michael Barnhart's M. A. Thesis, 1966, carried out the required study on two groups of five study and non-study communities. Results were not conclusive, but evidence tended to support a conclusion that citizens in C. D. towns demonstrated a greater willingness to participate in community affairs than those in non C. D. towns.

Project 6 - U. W. Faculty Opinions & Cooperations (For full details see Report #2 1SR 63-39)

Aims:

a. To assess the nature and extent of cooperation between BCD and UW faculty.
b. To measure faculty attitudes to BCD.

Method:

Interviews with stratified random sample of 59 UW faculty (in College of Arts and Sciences)

Conclusions:

a. 1. Approximately 10% well-acquainted with Bureau
   2. " 60% know of Bureau activities
   3. " 30% have never heard of Bureau
b. 1. Approximately 50% favorably disposed to Bureau
   2. " 40% neutral
   3. " 10% unfavorably disposed to Bureau
c. A lot of further conclusions regarding possibilities of future cooperation between BCD and UW faculty

4. General Conclusions of Research Study (Barth & Abu-Laban)

A. C. D. program results can be objectively evaluated if all goals are clearly specified.

B. The evaluation requires the development and testing of a set of valid procedures.

5. Summary (M. Court)

Whilst this study did produce some useful information, the postulated set of evaluation procedures does not appear to have been achieved. However, the reasoning behind the attempt remains valid, and the pressures for an evaluation are still strong.

August 69 APPENDIX 3

STATEMENT: A SUGGESTED NON-RIGOROUS PROCEDURE FOR EVALUATION OF C. D. PROGRAMS

by M. Court

I. General Considerations

1. The Bureau's program is obviously successful. In the large majority of communities where a CD program has been completed, concrete achievements can be listed and intangible improvements can be intuitively seen. Therefore, an evaluation procedure should not seek to establish whether a particular study was successful or not, or even whether it was more successful than another. What we are seeking is a procedure which will point up particular failures or successes in a program and allow them to be formally noted. Such a procedure should help to improve the Bureau's program and techniques.

2. Previous attempts to develop an evaluation procedure have concentrated on trying to measure objectively what has been accomplished. While the reasoning behind such attempts has been valid (i.e., population figures, voting figures, etc do give some concrete indication of results), the amount of work involved and the number of uncontrollable variables make such procedures impractical and the results open to misinterpretation.

3. As a departure point from other attempts, I think it should be specifically recognized that the goals of the Bureau in a community are of the type that cannot be objectively measured. Attempts at quantitative measurements and evaluation should therefore be avoided.

4. The primary purpose of an evaluation procedure is to enable the Bureau to improve its program and techniques. Objective measurement of achievements in the community will not serve this purpose.

5. The secondary purpose of an evaluation procedure is to see how the community has done and whether it needs further assistance. This could serve subsidiary purposes of acting as a spur to the community while also providing the Bureau with information which can be used for public relations.

6. It should be recognized that the goals of the Bureau and those of the community are different.

7. It should be recognized that evaluation needs to be made at two points of time -- once at the end of the study phase, and again at a point near the end of the action phase (say 2 years after).

   The first evaluation would concentrate on Bureau techniques, etc. through the study phase; the second would concentrate on the results achieved by the community.

II. Bureau Goals

Any evaluation procedure must be based on the goals of the program being evaluated. Despite some apparent differences concerning priorities among Bureau staff, I think the goals of the Bureau as listed in the Barth-Abu Laban study are generally accepted.

I have grouped and expanded these, and given them the priorities I see expressed in the Bureau's current attitudes.

1. - Developing "a sense of community"
   - Increasing citizen participation in community and civic affairs
   - Broadening citizens' understanding of their community
   - Improving communications within the community
   - Developing responsible and informed community leadership

2. - Solving local community problems
   - Developing a body of knowledge about the community
   - Giving the community a process by which to solve new problems

3. - Public Relations for the University
   - Strengthening the adult education program of the University
   - Provision of research opportunities for faculty and students

III. Requirements for an Evaluation Procedure

1. The evaluation procedure must be simple and reasonably speedy. Neither the time nor the money is available to carry out intensive and detailed study of each program.

2. Any evaluation procedure must be able to be fitted into the current program so that it forms a natural part of the CD process, able to be carried out in all communities.

3. The evaluation procedure must be structured to produce useful information relating specifically to BCD operations and future CD programs.

4. The evaluation procedure must be acceptable to both the community and the Bureau staff.

IV. A Suggested Procedure

1. The procedure should be at two levels - the Bureau's and the community's.

2. The procedure should form an integral part of the Bureau's general program.

A. Bureau Level

(1) Broad list of goals

A meeting should be held of all Bureau staff to develop a broad list of Bureau goals in any community (as above for example). (Several written statements are available to serve as a basis for this.)

(2) Specific Goals in a community

Early in any CD program the consultant should prepare a listing of the Bureau's specific goals and priorities in that community.

(This would be similar to the broad list, but allows for some flexibility, particularly in regard to priorities.) This list would form part of the official study file.

(3) Extra board meeting

At the end of any CD program, at a time near the final public meeting, the consultant should meet with the coordinating board for the specific purpose of discussing and evaluating the CD program in that community.

Questionnaire: Each board member would be given a brief questionnaire to be completed at home. The questionnaire would be designed around the Bureau's goals and there would be open-end questions for suggestions, comments and criticisms.

(4) Evaluatory group I

At the same meeting, 5 members of the board would be elected (selected?) to complete an evaluation questionnaire at a later date.

Evaluatory group II

During the course of the CD program, the consultant would construct a list of five community leaders (not

(4) Evaluatory group II (cont.)

involved in the CD program) who would also be willing to complete the evaluation questionnaire at a later date.

The names of these 10 persons should be recorded in the official file for future reference.

(5) Consultant report

At the end of any CD program the consultant should prepare a final summary and report of the program, which would include his opinions as to how well the goals were achieved, why some were not attained, etc.

(6) Staff meeting

A wind-up session of all Bureau staff should be called to discuss this particular program. The session could form part of regular weekly meetings or be completely separate. It should be strictly structured with a definite agenda aimed at producing written conclusions about the program under discussion. It would center around the consultants' report and the community's evaluation, and the conclusions of the meeting should be added to the official file.

(7) Questionnaire #2

Approximately two years later a second questionnaire (designed similarly to the first one regarding Bureau goals, but also stressing community achievements and intangibles resulting from the study) would be sent to the evaluatory group previously named. This would give good indications of program results, and serve as an indicator for follow-up procedures.

Results of this questionnaire would be summarized and presented at normal weekly meetings for discussion. Sending and tabulation of this evaluatory questionnaire should be the responsibility of the research assistant or inside staff.

This type of reasonably subjective evaluation procedure would insure full discussion and criticism of each program and the formal recording of conclusions within the current process. It should be reasonably simple to develop the required questionnaires.

B. At Community Level

(1) Early in a new CD program the steering committee should devote one session to broad goal identification. A list of these goals should be formally written out.

(2) This list should be refined by the coordinating board fairly soon after its election.

(3) At the meeting between consultant and board at the end of the program, the board should examine the list to see to what extent goals have been achieved, and whether the action phase will be goal oriented.

(4) Approximately two years later, the Bureau should call attention to these goals, and inquire from whatever organization then exists to what extent these goals have been met.

The community's evaluation of itself need not be as rigorous as the Bureau's evaluation, and would serve mainly as a spur to further action.

October 69 APPENDIX 4

SUMMARY OF RESPONSES TO QUESTIONNAIRE ON COMMUNITY

CHARACTER AND IDENTITY

1. Is a community ONE organization with a unique identity: YES: 3 NO: 5

   Comments indicated that consultants generally felt that communities should not be regarded as organizations with any sort of unity. However, unity does often appear in response to crisis or stress.

   Consultants felt that an "organizational" approach to communities would not be beneficial.

2. Is there such a thing as community "character"? YES: 7 NO: 1

3. Determining factors in identifying a community's character.

   Consultants accepted the list given, and added some new ones. These are shown below, grouped into sections:

A. Community Type
   1. Geographic location
   2. Boundaries and physical size
   3. Main economic activities
   4. Transportation network
   5. Occupational breakdown
   6. Financial organization

B. Demographic Factors
   1. Size of population
   2. Age and sex distribution
   3. Racial distribution
   4. Educational levels
   5. Population mobility
   6. Standards of living
      a. Income levels
      b. Housing types

C. History and Traditions
   1. Original settlement
   2. Historical development
   3. Influence of key families
   4. Religious influence
   5. Community traditions

D. Public Attitudes
1. Citizens' attitudes to community
2. Outsiders' opinions of community
3. Citizens' organizations and activities
4. Organized labor/unions
5. Employers' organizations
6. Police system
7. Judicial system

E. Community Leadership
1. Type of local government
2. Number and type of organizations
3. Existence of "establishment"
4. Character and personality of leaders
5. Communications within community

F. Community Desires
1. Common values
2. Standards in similar "better' communities
3. Theoretical "ideals"

4. Would use of such a list in obtaining an early community profile be of practical value to consultants? YES: 4 NO: 2 PERHAPS: 2

This would be a theoretical, technical approach, which may lead to consultants forming preconceived notions about a community. It must also be a very quick and therefore superficial examination of the community. However, if this approach were used systematically, and if consultants maintain their current flexibility in communities, such an approach could have some advantaages.

Recommendation: That this list be used experimentally in the next few communities.

October 69 APPENDIX 5

SUMMARY OF RESPONSES TO QUESTIONNAIRE ON SUCCESS OF LAST 29 STUDIES

Instructions:

1. Only rate those programs with which you are sufficiently familiar to feel happy in giving them a rating.
2. Give your ratings in terms of what was possible in that community.
3. Rate by number, 1 through 7, as follows:

Failure	(1 = Total failure, nothing really accomplished
	(2 = Some minor achievements, but generally a failure
Reasonable	(3 = Unsatisfactory, didn't really do what could have been done
	(4 = Satisfactory
	(5 = Pleasing, better than anticipated
Successful	(6 = Very successful, achieved most objectives
	(7 = A complete success, achieved all objectives

TABLE 3

	Community	Votes 7	6	5	4	3	2	1	No. of Responses	Ave.	Final Rating
SUCCESSFUL	1. Vashon		3	2					5	5.6	6
	2. Cathcart		3	2					5	5.6	6
	3. Wallingford		3	4					7	5.4	5
	4. Capitol Hill		3	4					7	5.4	5
	5. Federal Way		3	4					7	5.4	5
	6. Haller Lake		1	4	1				6	5.0	5
	7. Lind		1	2	2				5	4.8	5
	8. Bainbridge Island		2	1	2	1			6	4.7	5
SATISFACTORY	9. Manson			2	3				5	4.4	4
	10. E. Wenatchee		1	1	2	2			6	4.2	4
	11. Montlake			2	3	2			7	4.0	4
	12. Oakville			2		2			4	4.0	4
	13. Lowell				3	2			5	3.6	4
	14. Ephrata			2	1	1	2		6	3.5	4
	15. Redmond				3	3	1		7	3.3	3
	16. Shoreline				2	4			6	3.3	3
	17. North Kitsap		1		2	1	2		6	3.3	3
	18. Grandview			1		2	1		4	3.2	3
	19. Davenport			1		2		1	4	3.0	3
	20. Issaquah				2	1	4		7	2.7	3
	21. Cashmere			1		3	2	1	7	2.7	3
	22. Sacajawea					3	2		5	2.6	3
FAILURE	23. Odessa					2	3		5	2.4	2
	24. Lummi Island					3		3	6	2.0	2
	25. Southworth					2	1	2	5	2.0	2
	26. So. Whidbey Island					1	2	2	5	1.8	2
	27. Lopez Island					1	1	2	4	1.7	2
	28. Mt. Baker						3	5	8	1.4	1
	29. Washougal						2	5	7	1.3	1

January 1970

APPENDIX 6

COMMUNITY POST-EVALUATION QUESTIONNAIRE

RESULTS OF PILOT STUDY

by Michael Court

Introduction and Methodology

From previous studies it seems apparent that the search for an objective method of evaluating the results and success of the Bureau's program in communities (through the measurement of voting trends, population statistics, amounts of citizen participation in civic affairs, etc.) cannot possibly succeed. The objections which have been raised in terms of the difficulties of measurement, the impossibility of precise identification of causal relationships, and the time and cost involved in such techniques, are irrefutable (see Appendix 2).

However, the necessity and demand for an acceptable evaluative technique remains undiminished.

This pilot study has attempted to point to a simple method, which, while open to several theoretical objections relating to its subjectivity, should nevertheless provide the Bureau with an acceptable technique of evaluation. It is based on the simple idea of a regular sampling of people's opinions and reactions at various times during and after the Bureau's program (see Appendix 3).

For the purposes of the pilot study, three communities were selected which had completed their community study programs three years previously (in 1967). In addition, each of these communities had been rated by Bureau consultants as successful, being included in the top dozen communities that the Bureau had worked with in the period 1963-1969 (see Appendix 5).

The three were	Population	Type
Federal Way	32,000	Suburban
Lind	1,200	Rural
Oakville	1,200	Rural

Lengthy questionnaires were sent to seven persons in each community who had been actively involved in the community study program. The questionnaire was in two parts. The first dealt with general questions about the success of the program and what happened afterwards. The second contained a detailed listing of all the recommendations made for that community during the study and asked for comments about what happened to each recommendation.

Ten replies were received, and four questionnaires were returned because the persons had left the district. While the ten replies are a very limited sample, they do give a good indication of the value of this type of procedure.

On the basis of this pilot study, I recommend that the Bureau design a standard questionnaire, and that it be sent to each community at annual intervals for the three years immediately following the end of a study program. Such a procedure would provide the Bureau with a very simple but effective post-evaluative technique.

The ten replies to Part I of the questionnaire are summarized below with my comments. Part II of the questionnaire was a failure in that it was obviously too long and detailed for respondents to bother with, and in addition, the respondents had little knowledge of what happened to specific recommendations. The answers were too varied for summation.

Questionnaire Part I - Summary of 10 Responses

1-1 Question: In retrospect, and in the light of known community characteristics, were the study recommendations reasonable and capable of being carried out in your community?

Responses: All said yes, except one respondent who indicated that some of his community's recommendations probably exceeded the community's financial capabilities. Comments indicated that people were very satisfied with the recommendations produced.

1-2 Question: Do you have any comment about the way in which the recommendations were developed and presented to the community?

Responses: Respondents indicated a general satisfaction. However, mention was made of recommendations being presented too fast and in too large a quantity at one time, and that the community at large should have had more opportunity to see and think about the recommendations (i.e., a much wider distribution of study committee reports before the public meeting at which they are tabled.)

1-3 Question: What organizations or people were charged with carrying out specific recommendations?

Responses: In two communities ongoing community councils were responsible; in the other the local Chamber of Commerce (which had largely been responsible for initiating the study) coordinated implementation efforts.

1-4 Question: How much planning was done in relation to actually carrying out recommendations?

Responses: This was probably a bad question as the answers varied widely. It seems however, that there was a lot of planning done in each community at the verbal level. Except in a few isolated cases, however, very little formal planning in the way of written plans or time schedules occurred. No respondent mentioned assignment of responsibilities.

1-5 Question: In retrospect, do you have any comments about the way in which your community organized itself to carry out the recommendations made:

Responses: The general tone of all responses was very negative. For example (one quote from each respondent):

1. "Too much study, too little action."
2. "...as time went by, interest, efforts and participation dropped ..."
3. "A breakdown at this point."
4. "Bogged down at the action stage."
5. "It didn't."
6. "A lot of apathy."
7. "...lost the grass-roots element..."
8. "Too drawn out."
9. "As soon as the consultant left, local interest dropped to zero."
10. "Lot of planning, no carry-through."

This is an obvious area for Bureau attention.

2-1 Statement: A community development program has two types of goals.

(a) Such things as increasing citizen participation in civic affairs, development of leadership ability, increased understanding of the community, better perception of problems, etc. These goals are related to PEOPLE.

(b) Such things as obtaining better recreational facilities (golf courses, swimming pools, drainage, traffic controls, street lighting, school buildings, etc. These goals are related to MATERIAL THINGS.

Community development programs are very complex, and it is extremely difficult to make general statements about successes and failures. Nevertheless, would you give subjective ratings to various phases of the development program in your community.

(Rate on a scale of 1 to 7, where 1 = very low and 7 = very high.)

Question: How do you rate the achievements of your community in the two types of goals mentioned above?

Responses: (a) PEOPLE 4 4 4 3 3 6 4 7 4 1 Average 4.0
(b) THINGS 4 3 1 1 2 5 2 1 3 1 Average 2.3

2-2 Statement: A community development program can be said to have three phases.

(a) SURVEY: The active involvement of the community in compiling facts about itself, and particularly about the opinions and feelings of its citizens.

(b) STUDY: The work phase of looking at these facts and deciding what alternatives are practically available to improve the community and satisfy its desires.

(c) ACTION: The actual carrying out of recommendations made in the study phase.

Question: How do you rate the achievements of your community in each of these phases?

Responses:

(a)	SURVEY	7 6 6 7 5 7 7 6 7 7	Average	6.5
(b)	STUDY	7 5 6 7 4 6 7 6 6 7	Average	6.1
(c)	ACTION	3 3 2 2 2 6 3 4 2 1	Average	2.8

2-3 Question: In retrospect, how could each of these phases have been improved in your community?

Responses:

(a) SURVEY: As indicated above, the respondents all felt that the survey phase was excellent. There were no suggestions for improvement.

(b) STUDY: While all respondents felt the study phase was generally excellent, there were several comments such as:

1) Needed more people involved in the study, and a better distribution between study committees. Some were too large for efficient discussion even though other committees were struggling for people.

2) Study committees should publicize their meetings and work more, and give continued feedback to the larger community.

3) Too long and too much relative to action.

(c) ACTION: The respondents' negative feelings are well indicated by their answer to questions 1-5 and 2-2.

Suggestions for improvements included:

1. Need of stronger and better leadership in action phase.

2. University consultant should remain longer.

3. Communications with community at large should be improved.

4. Action projects should be developed earlier.

5. More people should be involved.

APPENDIX 7

M. Court

AD ORG 580

TERM PAPER
WINTER, 1969

SUBJECT:
=======

COMMUNITY DEVELOPMENT: An analysis of the process used by the Bureau of Community Development at the University of Washington in terms of a generalized planning and implementation model.

INTRODUCTION	Page 1
THE P/I MODEL	Page 2
THE BUREAU'S PROCESS	Page 4
ANALYSIS OF THE PROCESS	Page 10
SUMMARY OF ANALYSIS	Page 23
CONCLUSIONS	Page 25
PROPOSAL	Page 28

1. INTRODUCTION

This paper examines the Community Development (C/D) program offered to communities in the State of Washington by the Bureau of Community Development at the University of Washington. In particular, the paper focusses upon the general process used by the Bureau to generate local programs.

The basis for the examination is Professor Preston P. Le Breton's Planning - Implementation Model (the P/I model). [1]

The purpose of this paper is two-fold: firstly, to audit the adequacy and effectiveness of the Bureau's process as seen in the light of the P/I model, and secondly, to come to some conclusions about the usefulness of the P/I model for such audits.

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[1] Le Breton, P. P. General Administration: Planning and Implementation [Holt, Rinehart, and Winston, N. Y., 1965]

2. THE P/I MODEL

Professor Le Breton's P/I model is a microscopism of the administrative process common to any organization.

The function of an organization is to carry out some activity, with which there are usually many associated sub-activities. Naturally enough, all of these activities and sub-activities are intricately woven together in the organization, and it is extremely difficult to separate them.

There are other ways of looking at an organization. The most common found today in Organizational Theory is to regard an organization as a system containing a large number of sub-systems. But each system exists to do something, and by using a wide definition of the term 'activity' it seems valid to talk of activities rather than systems. The system at any point of time is a static set of resources organized to carry out some activity.

If each activity is considered separately, it has two phases--planning and implementation -- which produce the system related to the desired activity.

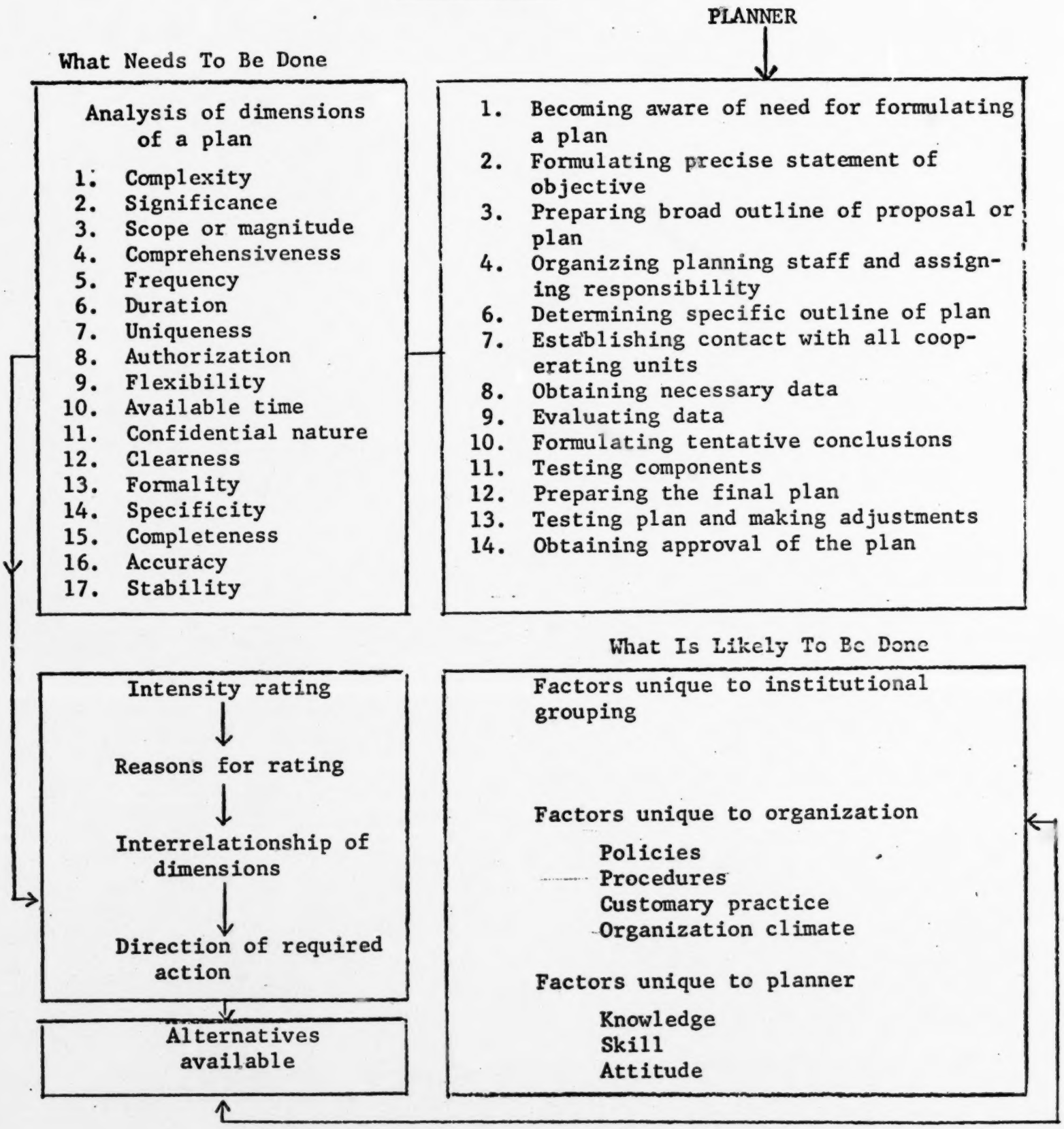
The P/I model breaks each of these phases down into 14 steps, and then considers each step in terms of the characteristics of the activity (e.g. complexity, formality, uniqueness, etc. -- called dimensions), and of the environment in which the activity is to be carried out (e.g. organizational policies, local laws, public opinion, etc. -- called factor-sets).

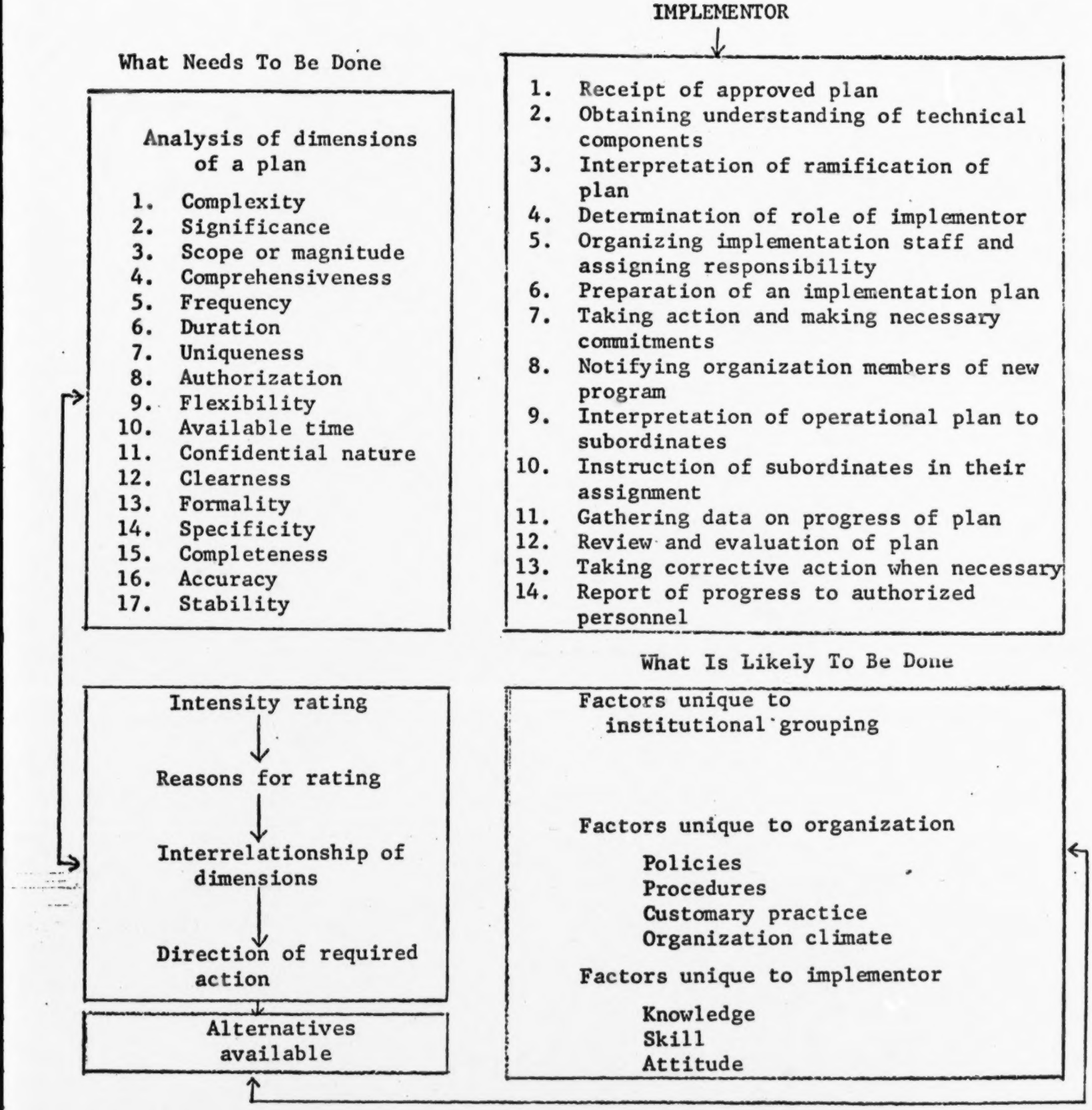
The model emphasizes that at all steps it is necessary for decisions to be made, and to make these decisions both decision rules and adequate information are required. Therefore, for each activity it is necessary to construct a consistent and compatible set of decision rules, and to have an intelligence - information system which provides accurate and timely information.

The total model is somewhat complex, but it is intended to be a general purpose model which can be applied to any activity for purposes of exhaustive analysis or used in the comprehensive design of any activity. Various parts of the model apply with more relevance to particular types of activities. Some activities are so simple that use of the model is obviously not required.

The model is shown on the next two pages in simplified diagrammatic form.

THE P/I MODEL


PLANNER
What Needs To Be Done
Analysis of dimensions of a plan
1. Complexity
2. Significance
3. Scope or magnitude
4. Comprehensiveness
5. Frequency
6. Duration
7. Uniqueness
8. Authorization
9. Flexibility
10. Available time
11. Confidential nature
12. Clearness
13. Formality
14. Specificity
15. Completeness
16. Accuracy
17. Stability
1. Becoming aware of need for formulating a plan
2. Formulating precise statement of objective
3. Preparing broad outline of proposal or plan
4. Organizing planning staff and assigning responsibility
6. Determining specific outline of plan
7. Establishing contact with all cooperating units
8. Obtaining necessary data
9. Evaluating data
10. Formulating tentative conclusions
11. Testing components
12. Preparing the final plan
13. Testing plan and making adjustments
14. Obtaining approval of the plan
What Is Likely To Be Done
Intensity rating
Reasons for rating
Interrelationship of dimensions
Direction of required action
Alternatives available
Factors unique to institutional grouping
Factors unique to organization
Policies
Procedures
Customary practice
Organization climate
Factors unique to planner
Knowledge
Skill
Attitude



SOURCE: Le Breton, P. P., General Administration: Planning and Implementation

3. THE BUREAU'S PROCESS

It should be stated at the outset that it is very easy to become confused about the Bureau's process when it is discussed in P/I terms. Some clarification is therefore necessary.

In any activity in which the Bureau's process is involved, there are two sets of planning and implementation activity going on -- one by the Bureau and one by the local community. It must be understood immediately that the implementation phase of the Bureau's activity and the planning phase of the local community's activity are identical.

This is perhaps more easily understood by considering the Bureau's process as a planning model which, when implemented in a local community, produces a plan for development.

BUREAU Planning Plan { Implementation

COMMUNITY { Planning Plan Implementation

At some time, the Bureau must have gone through a planning process which resulted in a general plan. This plan I have been referring to as the Bureau's process. This process has been in use for many years and has been modified and improved by practical usage to a level which is satisfactory to the Bureau.

In essence then, the Bureau does not go through a planning process at all when it is involved in a community development program. The Bureau is implementing its existing plan, and the local community is the body which is undertaking the planning process. Since the Bureau withdraws before the community fully implements its plan, I am examining

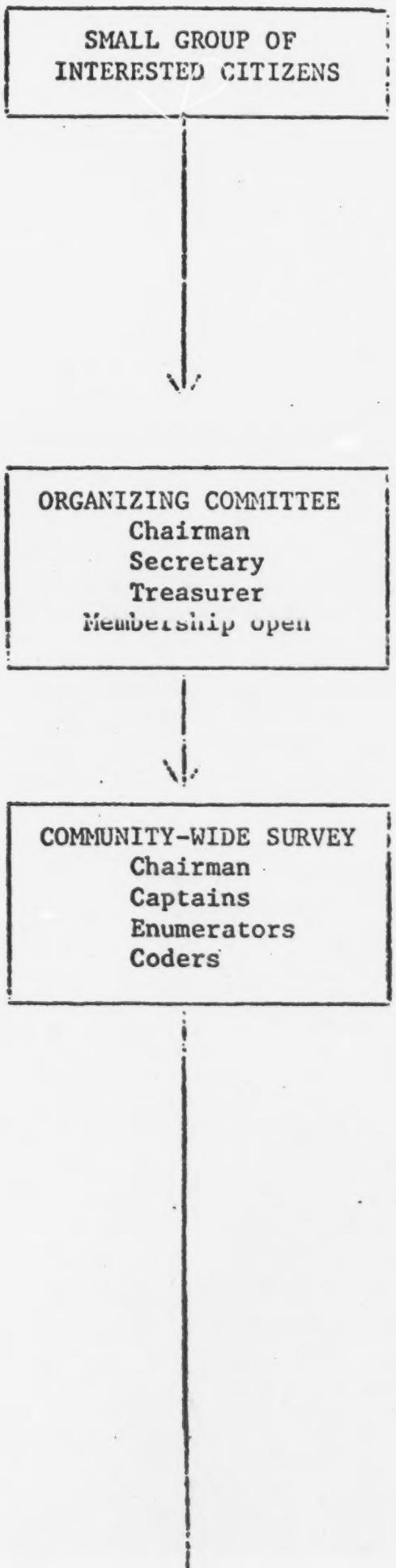
an implementation - planning situation involving two bodies, rather than the normal planning - implementation process used by a single body which is implied by the P/I model.

The Bureau's plan which is in current use is shown on the next four pages.

100

SURVEY PHASE

(This chart to be adjusted to local needs)



I. CONTACT

A. Local citizens become aware of problems.

B. Inquiry to Bureau of Community Development regarding its services.

C. Field Director meets with local group to explain the program.

D. Local group decides whether Bureau's community development program could be of assistance.

II. INTRODUCTORY PHASE

A. Organizing Committee formed.

1. Organize publicity campaign to increase interest and broaden participation.

2. Begin to define the nature of community problems.

3. Continuously evaluate progress.

B. Preparation for survey
When interest is sufficiently high and group large enough, preparations are undertaken for a community-wide survey and public opinion poll.

1. Boundaries of community are defined.

2. A Survey Committee Chairman is appointed or elected.

3. Survey questions are developed.

4. Community is divided into enumeration districts and a captain appointed for each.

5. Sufficient number of enumerators are recruited and trained (1 to every 10 households).

C. Survey is acccmplished:

1. Surveys are tallied by the community and the Bureau.

2. Final report is prepared by the Bureau.and the community.

D. Evaluation of program to date.

E. Preparation for public decision meeting.

1. Organizing Committee prepares publicity campaign for public decision meeting.

2. Nominating Committee prepares slate of candidates for election of officers and Coordinating Board.

3. Public decision meeting is called at which meeting:

a. community development philosophy, procedures and techniques are explained;

b. the role of the University is explained;

c. citizens are presented with a review of the community's current and anticipated problems;

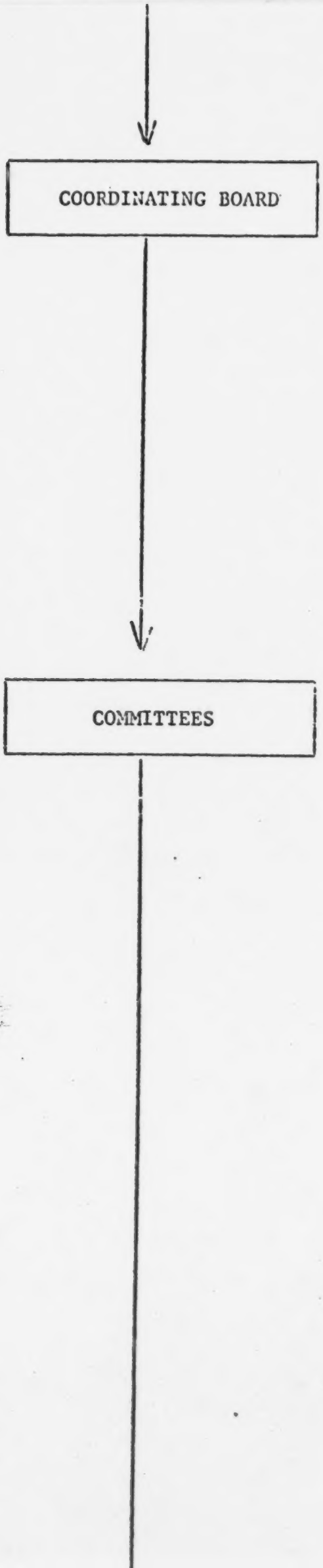
d. decision is made whether or not to undertake a community development study.

e. If decision is favorable, Coordinating Board is elected, and

f. Activity Preference Forms are filled out.

PUBLIC DECISION MEETING

Decision
Election



STUDY PHASE

I. COORDINATING BOARD

A. Develops operational guidelines.

B. Determines a name for the over-all program.

C. Assists in organizing study and special committees as needed.

D. Plans calendar and methods of presenting committee reports to the community.

E. Establishes and maintains two-way communication between the total community and those actively working in the program at any given moment.

F. Continuously evaluates the program.

II. STUDY COMMITTEES

A. Meet with consultants, who explain, instruct and advise concerning study/action approach.

B. Assign sub-topics to sub-committees as required.

C. Schedule committee meetings and work with Coordinating Board.

D. Utilize resource people.

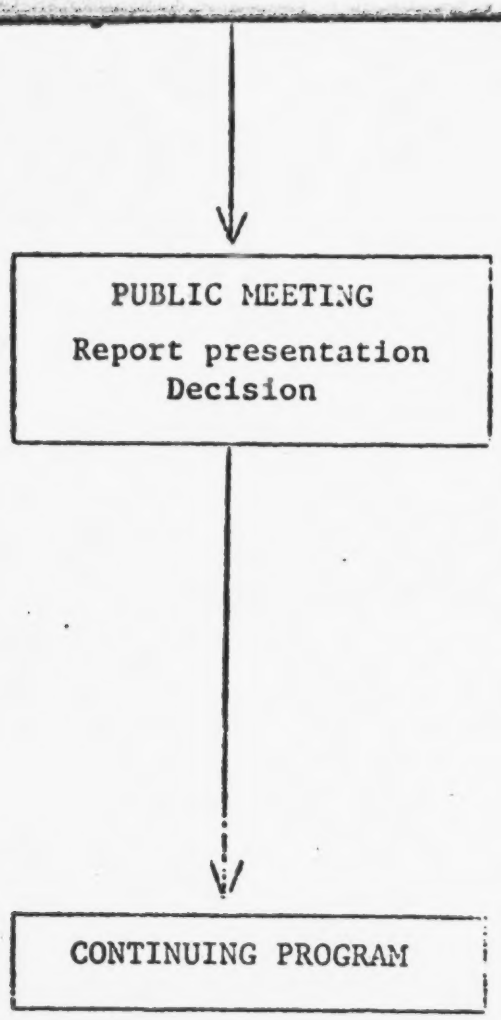
E. Utilize resource data (census and public opinion poll and other materials).

F. Conduct supplementary surveys if needed.

G. Confer with Coordinating Board before preparing final reports.

H. Prepare intermediate or final reports, including recommendations for action, for presentation to the community.

I. Study phase completed.



III. PUBLIC PRESENTATION

A. Written reports are presented to the community.

B. Findings are discussed and evaluated.

C. Recommendations for action are adopted.

IV. ACTION

A. Community considers ways and means of developing an action program.

B. Organization for action.

C. Recommendations are carried out by appropriate committees, local organizations or governmental agencies.

V. CONTINUING PROGRAM

A. Plans for future development.

4. ANALYSIS OF PROCESS

In the light of the P/I model, the following analysis attempts to:

(1) Examine the planning process used by local communities, as produced by the Bureau's plan,

(2) Examine the implementation process used by the Bureau, and

(3) Look at the Bureau's plan to see if it is subject to criticism as a result of such examinations.

In addition, the attempt to use the P/I model as the basis for such an analysis may reveal any shortcomings in the model.

[As a basis for the analysis, a detailed study was made of three local community development programs in which the Bureau was involved. The three were selected on the basis of the smallness of the community and the mixture of urban and rural dwellers. The three were:

(1) Bainbridge Island, population 5,300 , 1966/68

(2) Lind, population 1,200 , 1965/67

(3) Naches, population 1,850 , 1962/63]

The following summary indicates the 14 steps of the planning phase of the P/I model, and what happens in the community's planning process as it follows the Bureau's plan.

P/I MODEL	LOCAL COMMUNITY
1. Need Awareness	A group of local citizens becomes aware of a problem in the community.
2. Precise Statement of Objective	Specific targets discussed, but no precise statement other than "make it a better community."
3. Preparing Broad Outline of Proposal	The Bureau submits to local group a detailed and proven outline.
4. Obtaining Approval of Proposal	No formal approval required. Sufficient that local group wishes to undertake program.
5. Organizing Planning Staff and Assigning Responsibility	Local group elects STEERING COMMITTEE, which forms SUBCOMMITTEES as per Bureau outline. (Uaually for publicity, census preparation and definition of community boundaries)
6. Determining Specific Outline of Plan	See 3: Includes census, study, and recommendations.
7. Establishing Contact with all Involved	PUBLICITY S/COMMITTEE & STEERING COMMITTEE. Recruiting drive amongst interested citizens. Approaches made to all local organizations.

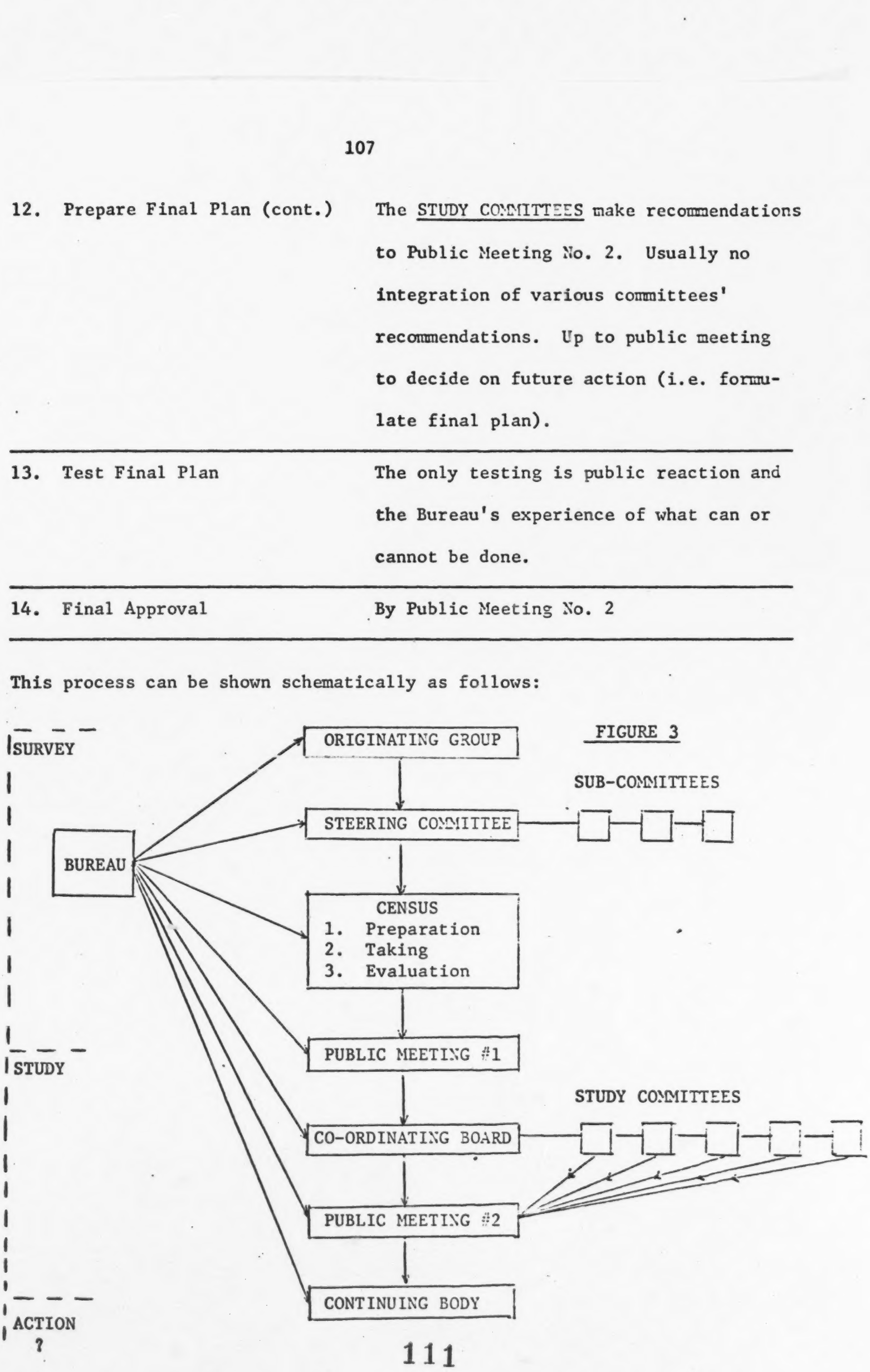
8.	Obtaining Necessary Data	CENSUS: Involves as many citizens as possible; seeks all relevant community statistics and opinions. Extremely comprehensive and detailed. Every household in community included.
9.	Evaluation of Data	In small communities (under 3,000) tabulation done jointly by Bureau and local citizens. Bureau helps in interpretation of results; evaluation done by Steering Committee and Bureau consultant. Where size of community warrants it, University computer center used for tabulation purposes
10.	Formulating Tentative Conclusions	Bureau and Steering Committee
11.	Testing Conclusions	No formal testing occurs. Results of census and tentative conclusions submitted to a public meeting for reaction.
12.	Prepare Final Plan	Public Meeting No. 1 approves a C/D program. A CO-ORDINATING BOARD is elected. STUDY COMMITTEES are appointed to study the census results and tentative conclusions and obtain more data if necessary.

(continued)

12. Prepare Final Plan (cont.)	The STUDY COMMITTEES make recommendations to Public Meeting No. 2. Usually no integration of various committees' recommendations. Up to public meeting to decide on future action (i.e. formulate final plan).
13. Test Final Plan	The only testing is public reaction and the Bureau's experience of what can or cannot be done.
14. Final Approval	By Public Meeting No. 2

This process can be shown schematically as follows:

FIGURE 3



It is apparent that the planning process of the community, the Bureau's model, and the Bureau's implementation process are all intricately bound together, which makes it both necessary and convenient to discuss the three at once. The discussion follows the steps in the table.

1. NEED AWARENESS:

The Bureau's plan calls for the recognition of need and initiating action to come from the community.

In a formal organization some system will exist, no matter how unsophisticated, that will call attention to needs. However, in a community there is nothing to guarantee that a need will ever be recognized. Need awareness must arise spontaneously. In the normal community this means that any need will probably reach sizable proportions before it is recognized as requiring a solution.

Could a system be devised which will effectively signal community needs to some-one willing and able to do something about them at an early time? This type of question leads to others.

Which group in a community first becomes aware of community needs? Is it always the same or a similar type of group? Is such a group likely to have the initiative or the authority to act?

Is there a group which naturally should become aware of community needs earlier than others (for instance, the local government body or church ministers)?

Is Community Development the responsibility of any existing group in the community? Could such a group receive training which leads to

the quick recognition of needs and an adequate response? Who would provide such training?

[The Bureau's experience seems to point to a particular person being the usual initiator rather than a group, so that perhaps the same questions should be asked of individuals.]

Another sort of question is whether the Bureau should be actively engaged in seeking out opportunities to initiate C/D programs? The obvious answer is that the Bureau acts only in a teaching and consultant capacity, and to get effective participation at the community level, the initiative must come from that level. But action could be taken to stimulate such an initiative -- for instance, through an extensive publicity campaign advertising the services and successes of the Bureau. This would perhaps make communities more quickly aware of a need than otherwise. Such an approach depends of course upon the available resources and philosophy of the Bureau.

Maybe the current method of initiating C/D programs is the only possibility given the circumstances, but it implies that any C/D program must always commence with a problem situation. The question which automatically follows is whether a community must or should wait until a need is recognized before undertaking a C/D program?

Would not prevention be better than a cure in the field of community problems and needs?

2. PRECISE STATEMENT OF OBJECTIVES:

From the three programs studied, it seems that the objectives of the program are not precisely stated.

The community's awareness is first drawn to some community problem (ranging from child delinquency to untidy gardens), from which comes the usual realization that the immediate problem is only a part of something much greater.

Contact is made with the Bureau, and a meeting between representatives of the Bureau and the citizens' group is arranged. At this meeting, the Bureau seeks to establish whether a C/D program is warranted, and the citizens tend to think about specific projects such as clean streets, better lighting, and a swimming pool.

No precise statement of objectives appears to be made, other than a vague committment to 'make it a better community.'

Perhaps it is impossible to formulate a more precise statement. Indeed, a more precise statement may be unnecessary. However, without it, the purpose of the entire program runs the risk of becoming confused.

There will already exist in the community many groups concerned with specific areas -- conservationists, Chamber of Commerce, Service Clubs, P. T. A. groups, sporting clubs, Church women's organizations, etc. Any concerted program will encroach upon their interests, and may actually be in direct opposition to them. In addition, each group tends to see its own area as most important, and each is likely to have a different concept of what C/D is.

A tendency in the three programs studied was to concentrate on relatively easily attainable targets -- such as civic beautification -- and on materialistic problems in general -- such as traffic problems, city lighting, sewage and drainage, and law enforcement.

While these issues are obviously extremely important, and are usually amenable to action, little direct attention was given to the more abstract issues which underly any community problem. These are such things as general attitudes, moral values, civic responsibility, involvement, and overall morale.

The Bureau does discuss these with the community, in fact it would state quite definitely that its principal interest is in the development of people. However, the discussion is general, and these issues do not appear to be stressed in the subsequent planning phase.

Although a C/D program will obviously affect them, if they were made specific objectives, more success may be achieved.

The main criticism here is that some decision criteria and order of priorities is needed -- not only during the program, but at any time in the life of a community. [Given limited resources and so many essential needs (such as education, health, roads, police, welfare, etc.), there is a tendency for things to get badly out of phase. Needs have to be carefully balanced and integrated.]

In the three programs studied, decision criteria and priorities were not established. The Lind program in particular was criticized by local participants for producing a multiplicity of projects without priorities, resulting in an unsatisfactory diffusion of effort.

A precise statement of objectives would make the construction of decision criteria much easier, and would go a long way towards establishing priorities.

[A further question of values can be raised at this point. Should the Bureau undertake C/D programs in reasonably well-off communities? If the Bureau's resources are limited, then should it concentrate on poorer communities with real problems?. A case in point is the Bainbridge Island program which appeared to be aimed at establishing a status quo for the citizens already there.

A precise statement of objectives by the community could enable the Bureau to apply its resources where most needed.]

3. & 6. PROPOSAL AND SPECIFIC OUTLINE:

The proposal and the specific outline of the program are submitted to the citizens' group by the Bureau. This outline is as set out on pages 6-9. In the three communities studied, no amendments were made to the Bureau's outline by the communities, although they had the opportunity to do so.

The Bureau's outline, having been used and refined in many C/D programs, is both broad and specific enough to meet virtually any community desires.

There is therefore an excellent and specific outline of the proposed action, which it is emphasized, is the preparation of a C/D program for a particular community.

4. INITIAL APPROVAL:

There is no body from which to obtain formal approval other than the original citizen's group. Their approval is assumed at step 2, but may be formalized at this stage depending on the group. This lack of official approval is a peculiarity of the situation and not a shortcoming.

5. & 7. ORGANIZATION OF PLANNING, ASSIGNING RESPONSIBILITY, AND CONTACTING ALL INVOLVED.

8. & 9. OBTAINING NECESSARY DATA AND ITS EVALUATION.

10. FORMING TENTATIVE CONCLUSIONS.

At these stages the Bureau process is very specific, and from the programs studied, extremely effective.

The main thrust of the Bureau's method is in the taking of a comprehensive and detailed census of all parts of the community. The census format has been continually refined to the point where it provides all information that could possibly be of use. Special questions of particular interest to the community are included.

The census provides the community with a minutely detailed and extremely valuable picture of itself which, besides all basic statistics, includes an itemized survey of opinions on current issues and likes and dislikes related to the community.

The census evaluation is done principally by the Bureau with the aid of the University's computer center, and is the basis for defining

tentative areas of concern. These are assigned to local study groups who later submit proposals designed to meet the problems.

At the local level, a Steering Committee is elected from amongst the members of the initiating group of citizens to work with a consultant assigned from the Bureau. The Committee follows the Bureau outline, usually appointing sub-committees to handle publicity, preparation of the census, and definition of community boundaries.

The main work-load at this stage is in interesting the community as a whole in the program, and recruiting a large number of census-takers who are given training by the Bureau. (The usual ratio aimed at is 1:10.)

Obtaining this general community participation is a big hurdle. The program must be converted from the special interest of a small group into a large scale community project. This is only possible with careful planning and the expenditure of a lot of time, effort, and enthusiasm on the part of the original group.

The Bureau's outline provides that the census is not undertaken until there is sufficient community interest and participation. It is therefore conceivable that a program could break down at this point, dependent on community attitudes and the committment of the initiating group. However, though the time taken for this stage has varied considerably, a complete break-down has not yet occurred.

The results of the census are tabulated by the Bureau, discussed with the Steering Committee, and a report prepared for submission to a public meeting. The meeting is carefully organized and well-publicized, as it has to generate sufficient enthusiasm and committment in the whole community to continue the program.

The meeting is then presented with the survey results, a review of current and anticipated community problems, and a slate of pre-selected candidates for a proposed Co-ordinating Board to organize study committees and take action on the problems.

11., 12. & 13. TESTING CONCLUSIONS AND PREPARING FINAL PLAN.

14. FINAL APPROVAL:

Study groups consisting of all and any persons interested in the particular problem are appointed by the Board, each group being chaired by a member of the Board for liaison purposes. The study-groups meet with the Bureau consultants, are provided with access to resource personnel, conduct supplementary surveys where necessary, and are charged with producing recommendations to alleviate their problem area.

Again, from the programs studied, this portion of the program is extremely successful, though interest tends to wane as the time period lengthens.

Recommendations from the study-groups are presented to a second public meeting (or series of meetings), at which ways and means of developing an action program are considered, and approval is given for such a program.

The Bureau's plan here calls for two-fold action. Firstly, recommendations appropriate for implementation by local organizations and governmental agencies are sent to such bodies, and special committees are formed to implement other recommendations.

Secondly, an ongoing organization is created to carry out the above and to carry on a continuing C/D program within the community.

After this second public meeting, the Bureau withdraws, and the community is left to its own resources.

It can be concluded from the foregoing that -- through this objective phase (from the commencement of planning for the census through to the time the Bureau withdraws), the Bureau process is both sound and efficient.

However, with the production and final approval of the plan of action, the Le Breton model suggests some further questions revolving around the issue of implementation.

A noted weakness of the administrative process is that plans are often not implemented or fail in their implementation.

This is usually the result of several factors. The planning process may take no account of the plan's implementation. The implementation may be by a body different from the planning body, so that the enthusiasm and desire to implement the plan is missing. The supervision of the implementation may be poor, resulting in the loss of many of the anticipated benefits arising from the plan.

In the case of C/D programs involving the Bureau, the Bureau in effect removes itself from the scene before the actual implementation of the program really commences. The Bureau's process does not call for its supervision of the implementation process, nor for any feedback into its planning process.

It would seem that since the Bureau's whole reason for existing is in its planning process, it must be vitally interested in the results of the implementation phase, particularly so that the success of its process can be properly evaluated.

Apparently the Bureau does not do this. Its effort ceases when the final plan is produced, and there is no further organized official contact with the community involved. This seems to be the greatest weakness in the Bureau's entire program.

One further point is that the community by this time often views the Bureau's consultant as a leader -- he is the man with expertise and proven ability in the field. Even though the consultant views himself purely as a consultant and perhaps catalyst, it will probably be extremely difficult for the community to maintain momentum without him. Under the current process, part of the consultant's task must be to instil effective and ongoing leadership at the local level.

This leads to another question. Although theoretically the local citizen has the primary role in a C/D program, does the current process ensure that the consultant is the key person?

SUMMARY OF ANALYSIS

The foregoing analysis raises several questions relating to the Bureau's process and the overall issue of Community Development. These are briefly summarized as follows:

1. INITIATION OF PROGRAMS:

   (1) Is there any way in which a community's awareness of problems and willingness to act can be improved?

   (2) Is the program best initiated by the group which first becomes concerned?

   (3) Is the program best initiated by a group or individual?

   (4) Should a community wait for a problem situation to arise before entering upon a C/D program?

   (5) Should the Bureau actively seek out opportunities for C/D programs?

   (6) Should the Bureau develop criteria to ensure the use of its resources where most needed?

2. STATEMENT OF OBJECTIVES:

   (1) Can objectives be stated precisely in this field?

   (2) Can such a statement of objectives be used to develop decision criteria and priorities in local programs?

   (3) Should derivation of such a statement be an integral and early part of the Bureau's process?

3. COMMUNITY PARTICIPATION IN PROGRAM:

   (1) Could this be improved by changes in the present process? (For instance, by the Bureau working through more official community channels -- this would imply initiation of programs by the Bureau).

   (2) Could the consultant/local citizens relationship be altered in any way to further stress the primary role of the citizen.

4. IMPLEMENTATION OF PROGRAM:

(1) Should the Bureau process be extended to include the full implementation phase in the local community?

(2) Should the Bureau at least obtain continuing data from communities in relation to the implementation of programs, for the purpose of evaluation of its own process?

CONCLUSIONS

1. THE BUREAU PROCESS:

The analysis shows that the main thrust of the Bureau's process is extremely effective.

However, considerable attention could apparently be given to what happens before a community enters upon a C/D program, and what happens after the Bureau's present activities in a community cease.

Such attention would necessarily need to focus upon the Bureau's philosophy and current objectives. At this point, some quotes from a Bureau publication are pertinent: [1]

> "When the Bureau was organized in 1950, its goal might have been defined as a renaissance of 'grass-roots democracy,' meaning that what the Bureau hoped to encourage was a growing realization within a community that by analysing its own problems or needs and by developing an appropriate plan of action, it could make a decisive contribution to its own future."
>
> "When a community carries out a successful study - action program, there is a deep-seated change of attitude. Instead of 'Let George do it' or 'You can't fight City Hall,' the people say 'Let's do it together.' And they do. Civil apathy disappears. People aren't just going through the motions, they become intensely involved. They learn how their governmental structure works and how to get things done. In making improvements, they gain tremendous confidence in themselves, individually and collectively. The community is never the same again."

[1] Sixty Cities -- how they solved the problem of civil apathy. (University of Washington Alumnus/Spring 1966)

> "If, as the Bureau believes, the real goal of community study is broadly based community education, the consultant is an educator, albeit an unusual one. He is a generalist with a great deal of specific experience. He is a director who will not direct and an organizer who will not organize. For a community he is principally a resource person."

While these quotes sum up quite well the Bureau's attitude and general objectives, they do not go far enough in stating precise objectives.

It can be assumed that the Bureau has limited resources in terms of time, people, and money, and that the demand for its services exceeds the supply. In such a situation, what criteria should the Bureau use in deciding to undertake a particular C/D program? Should it give priorities according to the types and sizes of communities' needs? Should it perhaps concentrate its efforts in poorer communities, even to the extent of initiating programs?

The analysis also shows that an examination of the way in which programs are initiated in the local community, and particularly what sort of group does or could initiate them, may yield some benefits in both getting full community co-operation at a later date, and in initiating programs at an earlier point in time.

At the other end of the process, there appear to be two large needs which are currently unmet, but which could be met relatively easily by an extension of the Bureau process.

Firstly, the definite creation of an ongoing C/D organization within the community is needed, and the Bureau should continue to work with this body to ensure implementation of the earlier

recommendations. This implies adding an implementation and supervisory phase to the Bureau's current process.

Secondly, the Bureau should obtain continual feedback from past programs to enable proper long-term evaluation of its planning process.

2. THE PLANNING - IMPLEMENTATION MODEL:

The P/I model proved extremely useful in breaking down a fairly complicated process into simple steps which could be closely examined. Even though the discussion deliberately omitted any reference to dimensions and factor sets (for reasons of brevity and simplicity) the use of the model encouraged searching questions which were not apparent on the surface.

It may be that, given the Bureau's current objectives, the present process is the best possible. By making the analysis using the P/I model, questions have been raised which should ensure a detailed re-examination of what is being done, so that possible improvements should come to light.

It is therefore concluded that the model is an extremely useful one for the detailed analysis of existing planning processes.

3. PROPOSAL

I have not attempted in this paper to answer the questions that my analysis has raised. Many of them relate to the Bureau's objectives and philosophy, and are questions with no single answer.

However, some questions could be answered, particularly in respect to which groups initiate C/D programs and to the long-term effectiveness of programs which have involved the Bureau.

I therefore propose to follow up this analysis with an examination of ten C/D programs aimed at discovering the following:

1. Who initiated the program and why? Is there a common factor?
2. What types of ongoing C/D organization were actually established? Which were most successful?
3. How well were the action plans implemented?
4. What were the long-term community benefits accruing from the program?
5. Could the Bureau's activity in the community be called a success from the long-term point of view?

This leads into the field of organization theory in voluntary community organizations.

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BUREAU OF COMMUNITY DEVELOPMENT -- University of Washington
Reports of Community Development programs (especially Bainbridge Island, Lind, and Naches)

Sundry pamphlets

ERIC Clearinghouse
MAR 11 1974
on Adult Education

END